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ABSTRACT

Indonesian representatives and the Educational Research and Development Center studied East Javanese primary and junior secondary schools to develop a database for future planning and to identify deficiencies, constraints, and areas for fruitful reform. Issues of enrollment, personnel, curriculum, facilities and equipment, cost, and financing were examined. A comprehensive analysis of governmental documents and official interviews confirmed a need to guarantee educational access. Evidence also identified a need to improve teacher training and to make curricula locally relevant. Existing reforms are constrained by limited resources and inconsistencies in educational administration and implementation. The lack of professional preparation is another constraint. East Java is attempting to expand access by building new schools, establishing Islamic schools, and promoting gender and regional equity. Reform depends on rectifying policy fragmentation and inefficiencies in resource use caused by the overlapping powers of ministries. Reforms must also confront issues related to the power of local supervisors, promotion, and the cost effectiveness of educational policies. A set of policy recommendations proposes to: (1) increase educational advancement, access to textbooks and laboratories, and curricular continuity; (2) improve teacher training, placement, and rewards; (3) balance secular and religious instruction; (4) improve school scheduling and security; and (5) conduct additional research. Contains 19 references. (TEJ)

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EPP

EDUCATIONAL POLICY AND PLANNING PROJECT

A GOVERNMENT OF INDONESIA - USAID PROJECT

Policy Review of the Primary and Junior Secondary Education Sub-Sectors in East Java

East Java Team
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and Zaenal Arifin

U.S. DEPARTMENT OF EDUCATION
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Balitbang Dikbud | Office of Educational and Cultural Research and Development
DEPARTMEN PENDIDIKAN DAN KEBUDAYAAN | MINISTRY OF EDUCATION AND CULTURE

Jakarta, Indonesia

PREFACE

The Educational Policy and Planning (EPP) Project is a seven year project conducted jointly by the Indonesia Ministry of Education (MOEC) and the United States Agency for International Development (USAID). The overall project objective is to improve the quality of education in Indonesia by assisting the MOEC, through the Office of Educational and Cultural Research and Development (Balitbang Dikbud), to formulate better policies and long-term plans. The project aims to improve policy formulation and long-term planning by improving the timeliness, relevance and accuracy of educational data collection, the subsequent analyses of such data, and their ultimate use for policy and decisionmaking.

There are three major components of the EPP Project: (1) development of an integrated management informations system (MIS) within the MOEC, (2) enhancement of MOEC policy research and analysis capacity, and (3) support for MOEC institutional development at the national and provincial level through training and technical assistance. EPP technical advisory staff work closely with counterpart Indonesian staff as part of a collaborative process of developing institutional capacity.

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Department of Education and Culture
Republic of Indonesia

The EPP Project in collaboration with the USAID Improving the Efficiency of Educational Systems (IEES) Project, publishes EPP documents in order to disseminate this knowledge and extend its usefulness. EPP has carried out a series of policy studies designed to provide answers to key questions facing Indonesian educators. These include:

The Quality of Basic Education
The Quality and Efficiency of Vocational/Technical Education
The Strengthening of Local Education Capacity
Developing Indicators of Educational Efficiency
Teacher Education Issues
Curriculum Reform and Textbook Production
Education, Economic, and Social Development

This series has been planned under the direction of Moegiadi, Balitbang Dikbud, and Boediono, Center for Informatics, Balitbang Dikbud and Simon Ju, EPP Chief of Party.

Editors for the series are Abas Gozali, Reta Hendrati Dewi, Center for Informatics, and Jerry Messec, IEES, Florida State University.

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CHAPTER I

INTRODUCTION

Education plays an important role in efforts to increase human resource quality. Social, spiritual, intellectual and professional human resources are the basis of National development and may determine the rate of development.

This assessment of the primary and junior secondary subsectors in East Java reviews the East Java's education and training efforts in terms of the nations goals and plans, the status of current activities,the revealed needs, the existing constraints, and the opportunities and options for change. The recommendations are offered as a basis for policy making.

The report has been coordinated for the Government by officers and staff of the Educational Research and Development Center (ERDC)with support from team ot technical specialists provided by the USAID Improving the Efficiency of Educational Systems (IEES) Project.

The East Java team established a Research network including The Regional Development Planning Office East Java MOEC, Teacher Training Institute and Airlangga University Research Center .

The data reviewed included :

1. Official provincial documents that is data and information on the development of Education and Culture in East Java ,Five Year Plan in East Java, and East Java Policies.

2. Research data on factors contraining progression from primary (SD) schooling to Junior Secondary (SMP) schooling.

3. Field surveys carried out in Surabaya by :
   (a) the Department of Labor (labor market data on SMP graduates);
   (b) the Department of Religion (information on Junior Secondary School level of Religion school): and
   (c) Bureau of Statistics to provide (the description of the East Java population). Field survey carried out outside Surabaya i.e. Malang, Madiun, Lumajang, Bondowoso, Sidoarjo and Bangkalan,

Finally educators and government officials were interviewed to identify the local educational constraints.

The purpose of this Primary and Junior Secondary subsector assessment was to :

- establish a data base and methodological model for improving the systematic planning of the East Java human resources development ;
- identify the areas of most serious need and the constraints on the options for change ;
- specify particular areas where new allocations or reallocations of present resources, can promote the most cost effective changes;
- provide a basis for long term improvements in the planning, implementation, and monitoring of EHR development.

The Programmatic issues addressed include : enrollments, teachers, curriculums evaluation, fasilities and equipments, cost, financing and donor support.

The analysis covered five specific summary issues : external efficiency, internal efficiency, acess and equity , administration and supervision, and cost and financing.

CHAPTER II

STATUS

A. HISTORICAL SETTING (General overview of East Java)

1. Geographical Location

East Java is located between 111 and 114 42' East longitude and it stretches from 7 12 to 8 48 South latitude. It is bordered by Central Java on the West, the Java Sea on the north, Bali strait on the east and the Indian Ocean on the south.

The land width of East Java is 47.922 sq,km and the sea width is 110.000 sq,km. Madura is the biggest island among the 60 islands which comprise the province and which are scattered in the Java sea. Two-thirds of East Java is mountainous and hilly with slopes. East Java has 48 mountains some of which are active volcanics. The summits of the mountains range from 284 to 3.676 m. Semeru is the highest mountain with its summit 3.676 m .

In Java, there are many rivers, including the of them are Brantas and Solo (Bengawan Solo). The Brantas is 314 km long and the Solo is 540 km long. Besides rivers, there are many lakes including Telaga Sarangan, Ranu Gembolo, Ranu Pane, Ranu Regulo, Ranu Klakah and Ranu Pakis.

2. Climate

East Java, like the other parts of the Indonesian archipelago, has a tropical climate. There are two seasons, the rainy season (October to April) and the dry season

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(May to September).
The maximum temperature is averagely 33 C, and the minimum temperature is 19 C.

Yearly rainfall is 2000 mm, on average, which the highest rainfall in Malang, Banyuwangi, Lumajang, Ngawi, Pacitan, Trenggalek and Bojonegoro are the regions which very often get a lot of rain.

3. East Java Human Resources

The latest census data indicate that the population of the province is 32.548.354 with density of 679 persons per sq km. Between 1985 to 1990 the yearly growth rate estimated by the BPS (Central Bureau of Statistics) is 1,32 % . This is expected to decline to 1,17 % between 1990 and 1995. Surabaya at 2.6 %, has the highest yearly growth rate, Pacitan the lowers 0.35 % . As the data in Table 1 indicate the highest density is in municipallities of Surabaya 9,055 ,Malang 6,339, Mojokerto 6,071, Madiun 5,118, Pasuruan 4,934, Kediri 3,943, Blitar 3,689 and Regency of Probolinggo 7,130, Sidoarjo 1,984, Kediri 1,396. While the lowest density is in Banyuwangi 252.

Almost 87 % of the active labor force manpower has graduated from primary school (SD) 12 % from Junior Secondary and 1% from Higher Education . The 1989 and 1990 data shown in the Table 2 indicate that the widest employed for the labor market is for the incomplete elementary school and than followed by people who never enjoy education at all and the third widest is for the people who graduated from elementary school.

Table :

POPULATION OF EAST JAVA PROPINCE 1988. 1989. 1990

Kode DT.II	Regenncy/ Municipality	Total Population			Area	Density of Population/Km2		
		1988	1989	1990		1988	1989	1990
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
01	Kab. Pacitan	495.906	498.965	502.285	1.310.50	378	381	383
02	Kab. Ponorogo	825.379	831.552	838.080	1.311,09	630	634	639
03	Kab. Trenggalek	611.392	618.138	625.208	1.205.22	507	513	519
04	Kab. Tulungagung	878.296	884.462	890.912	1.055.00	833	838	844
05	Kab. Blitar	1.037.638	1.041.737	1.046.070	1.651,94	628	631	633
06	Kab. Kediri	1.321.955	1.333.215	1.344.835	963,21	1.372	1.384	1.396
07	Kab. Malang	2.185.680	2.211.126	2.237.378	4.737,67	461	467	472
08	Kab. Lumajang	914.910	920.198	925.705	1.790,90	511	614	517
09	Kab. Jember	2.024.707	2.044.757	2.065.676	2.948.87	687	693	700
10	Kab. Banyuwangi	1.448.107	1.451.611	1.455.379	5.782.50	250	261	252
11	Kab. Bondowoso	648.152	653.053	658.164	1.560.10	415	419	422
12	Kab. Situbondo	563.816	569.113	574.619	1.456.67	387	390	394
13	Kab. Probolinggo	896.652	907.441	918.612	1.397,50	642	649	657
14	Kab. Pasuruan	1.143.833	1.163.875	1.184.641	1.297.88	881	897	913
15	Kab. Sidoarjo	1.099.072	1.135.376	1.173.442	691,59	1.858	1.919	1.984
16	Kab. Mojokerto	767.505	777.940	788.695	826,71	928	941	954
17	Kab. Jombang	1.027.590	1.038.899	1.050.563	1.159.50	886	896	906
18	Kab. Nganjuk	933.105	939.467	946.025	1.182,64	789	794	800
19	Kab. Madiun	631.731	632.828	634.016	1.030.59	613	614	615
20	Kab. Magetan	623.681	625.587	627.615	672.70	927	930	933
21	Kab. Ngawi	794.677	797.880	801.232	1.245.70	638	641	643
22	Kab. Bojonegoro	1.083.479	1.094.453	1.105.755	2.384,02	454	459	464
23	Kab. Tuban	956.672	967.905	979.489	1.904.70	502	508	514
24	Kab. Lamongan	1.125.369	1.135.002	1.144.911	1.812,80	621	626	632
25	Kab. Gresik	830.665	844.498	858.782	1.137,05	731	743	755
26	Kab. Bangkalan	737.666	744.631	751.920	1.144,70	644	651	657
27	Kab. Sampang	682.427	693.603	705.050	1.152.04	592	602	612
28	Kab. Pamekasan	610.239	619.933	629.957	732,85	833	846	860
29	Kab. Sumenep	917.857	926.343	935.155	1.857.59	494	499	503
30	Kab. Kediri	244.368	247.156	249.989	63.40	3.854	3.893	3.943
31	Kod. Blitar	116.993	118.033	119.103	32,29	3.623	3.655	3.689
32	Kod. Malang	667.582	682.331	697.649	110.06	6.066	6.200	6.339
33	Kod. Probolinggo	171.435	174.375	177.405	56,67	3.025	3.077	3.130
34	Kod. Pasuruan	147.640	150.026	162.476	30,90	3.778	4.856	4.934
35	Kod. Mojokerto	96.679	98.301	99.986	16.47	5.870	5.969	6.071
36	Kod. Madiun	169.823	169.930	170.055	33.23	5.111	5.114	5.116
37	Kod. Surabaya	2.382.902	2.431.543	2.481.521	274,06	8.695	8.872	9.055
	TOTAL	31.815.585	32.175.183	32.548.354	47.922.31	664	671	679

The datail data about it can be seen this following table 2 :

TABLE 2
NUMBER OF JOB MARKET EMPLOYED BY LEVEL OF EDUCATION YEAR 1989 AND 1990

NO.	LEVEL OF EDUCATION	1989/1990	%	1990/1991	%
1.	Never attend the school	4.265.823	28.7	4.403.036	28.7
2.	Incomplete elementary School	4.917.737	32.9	5.054.064	32.9
3.	Elementary School	3.901.388	26.1	4.009.690	26.1
4.	General Junior Secondary School	645.034	4.3	662.734	4.3
5.	Vocational Junior Secondary School	204.017	1.4	209.317	1.4
6.	Gen. Senior High School	326.733	2.2	334.625	2.2
7.	Vocational Senior High Sch.	523.472	3.5	533.913	3.5
8.	Academy	75.669	0.5	76.881	0.5
9.	University	54.020	0.4	54.853	0.4
	Total	14.933.849	100	15.339.113	100

Source : East Java Regional Office of Manpower

Data in Table 2 are at least partially explained by the figures in Table 3. These figures indicate that most jobs are in agriculture. The agricultural subsector absorbs 54.78 % of this is followed (16.01 %) public sector (12.30 %)and industrial sector (9.73 %) 411 other sectors utilize less than 3 percent of the available manpower

TABLE 3
TYPES OF JOB MARKET EMPLOYED BY SECTOR

NO.	SECTOR	1985	Percentage
1.	Agriculture	7.314.213	54.78 %
2.	Business	1.627.138	16.01 %
3.	Public service	1.501.092	12.30 %
4.	Industry	1.299.299	9.73 %
5.	Others	below 3 %	

Source : East Java Regional Office of Home Affair

In 1989 and 1990 data shown in Table 3 data on the distribution of job oppportunities by sector .

TABLE 4
NUMBER OF JOB MARKET EMPLOYED
BY SECTOR YEAR 1989 AND 1990

NO.	Sector	1989	1990
1.	Agriculture	7.961.090	8.158.525
2.	Mining	99.118	101.942
3.	Industry	1.456.925	1.507.918
4.	Electric, Gas, Water	14.231	14.418
5.	Building	667.596	697.924
6.	Business	2.550.570	2.652.593
7.	Transportation	442.392	432.613
8.	Finance	76.497	79.320
9.	Others	1.675.430	1.693.860
	Total	14.933.849	15.339.113

Source : East Java Regional Office of Manpower

4. Social and Cultural Context

Most East Java area is occupied by two tribes, the Javanese and the Madurese tribes. Their income resources are primarily from the agricultural sector. Most of the civiel servant are Javanese. Besides living on Madura Island, Madurese also live in Surabaya, Probolinggo, Pasuruan, Jember, Situbondo, Bondowoso, Lumajang,and few of them in Malang. They spread through out the coastal areas because mostly live in seashore towns.

Numbers of different tribes in East Java :

1. Tengger people, who live in the area of Bromo mountain. This group of people are very faithful to their traditional beliefs.
2. Samin people, who live in Ngraho Sub District Bojonegoro.

This group is related to the Samin people in Blora, Central Java.

3. Bugis people, who live in Sumenep and some of them in Surabaya. Most of them are merchants.
4. Indonesian citizens who were originally Chinese, Arabic, and India have their special characteristics.

Most East Javans are Muslim. However, as Table 5 shows all the major religions are represented in the province :

Table 5
Precentage Religious Followers

Islam	96.03 %
Protestant	1.99 %
Catholic	0.96 %
Budhism	0.93 %
Hinduism	0.63 %

5. Historical Context of Education

During the Hindu period, education and training were provided by the Brahmins. They taught theology, literature, languages, social sciences, astronomy, exact sciences, arts, construction, and others. This education and training was not provided on a formal basis, so that dissatisfied students frequently moved to seek higher quality teachers. The same was true during the period of the Islamic kingdoms. At that time education took place in prayer houses, boarding schools, and other Islamic schools. Initially, teaching was conducted on an individual basis, but it gradually changed to the classical form with permanent scholars as chief teachers, assisted by senior students as tutors for the other students. On the whole, the change from the Hindu style of education to Islamic education was smooth and peaceful.

In the early seventeenth century the Dutch East Indies company forced the Portuguese out of the Moluccas and began to set up schools . The Portuguese priests were driven out and their schools closed. By 1645, there were 33 Dutch schools and 1,300 students on the island of Amboina in the Moluccas, and by 1708 there were 3,966 students. The first school in Jakarta was established in 1617, and by 1779 there were 3 schools and 639 students in Jakarta.

When the Dutch, allied with Napoleon's France, lost the Napoleanic Wars to the British, control of Netherlands Indies reverted to the British under Governor General Raffles. British control lasted for only 5 years and the Dutch regained control in 1816, this time under the authority of the Government of the Netherlands.

After 1816, a dual education structure was established, creating separate primary and secondary schools for Europeans and for natives. The native primary schools, in turn, were divided into first class primary schools for the children of local dignitaries and second class schools for everyone else, the former lasted 7 years and the latest 5 years. In 1907, village elementary schools were opened consisting of a 3 year course that could be followed by 2 years of "continuation schools". " Link schools" were also established to follow village school with 5 years of instruction in Dutch.

This basic system lasted until the outbreak of World War II. The inequities in the system are demonstrated in Table 6 that shows per pupil expenditures for primary education in 1937.

Table 6

Expenses Per Student in 1937

1. European Schools	Nf 90	1. Village Schools	Nf 5.0
2. Dutch Schools for Natives	Nf 45	2. Continuation Schools	Nf 14.5
3. Dutch Schools for Chinese	Nf 60	3. Continuation in Dutch	Nf 20.0

Source : MOEC (1983). Educational in Indonesia throughout the Centuries. Jakarta : Balitbang Dikbud

The Aim of Education in the three period :

1. The Period of Dutch Occupation (1596 - 1942)

   The Aim was never clearly stated. In general, the aim was to provide manpower for the Dutch.

2. The Period of the Japanese Occupation (1942 - 1945)

   The Aim was also never stated but the slogan as "Commonwealth for all Asiens" and "Asia for the Asians" described the aim of the Javenese Government.

3. The Period after the Proclamation of Independence (1945)

   (Source : Indonesian Education in Brief , Office Of Educational and Cultural Research and Development, Ministry of Education and Culture , page 1)

In 1945 , there were 21,256 primary schools in Indonesia with approximately 2,523,000 students. By 1950, 5 years after Indonesia independence, this number had almost doubled to approximately 4,926,000 students in primary school. This was, however, only about 50 % of the primary school age population. Expansion of the primary school system became the focus of attention.

In 1951, it was determined that if all school aged children were to be enrolled, an additional 138,240 teachers would be needed. The KPKPKB Program (Kursus Pengajar untuk Kursus Pengantar Kewajiban Belajar or Teachers' Training for Introductory Training Toward Compulsory Education) was established to train primary school teachers. This consisted of 4 years of alternating study/teaching to

In 1953 , the KPKPKB program developed into the Sekolah Guru B (teacher training school B or SGB) and later into Sekolah Guru A (teacher training school A or SGA program) .

Many of the SGB certificate teachers are going through upgrading programs today.

The growth rate of primary school enrollments expanded progressively, if erratically, over the 25 year period from 1945 to 1970. Table 7 shows the growth rates during this period. Although educational expansion was clearly a goal, fiscal constraints did not allow the Government to implement the programs required for large scale expansion.

Table 7
Primary School Enrollment Growth, 1982/83-1990/91

Year	Enrollment	Growth Rate
1982/83	303,926	-
1983/84	662,546	54.13 %
1984/85	678,329	2.33 %
1985/86	612,163	- 9.75 %
1986/87	614,680	0.41 %
1987/88	648,955	5.58 %
1988/89	647,169	- 0.28 %
1989/90	633,197	- 2.21 %
1990/91	592,949	- 6.79 %

Source : MOHA Region Office East Java Province

The new oil revenue that became available after pressure from the OPEC cartel for price rises in 1972/1973 provided the fiscal basis for educational expansion. In 1974, the SD Inpres program of primary school facilities expansion was initiated , and in 1977 primary school fees were abolished. Compulsory primary education became a realistic objective. From 1975 to 1980, enrollments in primary school increased by 8,271,713 students, or 58 %. Government routine expenditures for education rose from Rp. 221.9 billion in 1974/75 to Rp.1,117.3 billion in 1980/81, a 400 % increase, and are projected to rise to approximately Rp. 3,071.3 billion by 1988/89, the end of Repelita IV. This tremendous increase in government expenditure for education has led to a rapid increase in enrollments, but according to some observers it may also have led to loss of educational quality. This issue is examined in the pages that follow. (source : Education and Human Resources, Sector Review, April 1986, vol.II, 5-2 -> 5-5).

B. Goals and Strategies

1. National Goals

As stated in 1965 the purpose of National Education, whether carried out by public or private institutions, preschools or colleges, is to facilitate the development of citizen, who will be responsible for the building of Indonesian Socialist Community, and who will live with the spirit of Pancasila, namely :

a. Belief in God
b. Humanity which is just and civilized
c. Nationality
d. Sovereignity of the People
e. Social justice as stated in the Manipol/Usdek (Political Manifesto)

These educational objectives were modified due to "the G 30 S/PKI" event (The Indonesian Communist Party abortive coup d'etat, called the 30th September Movement).

In 1966 new, National Education Objectives were formulated in the form of the MPRS Degree (MPRS = Temporary People Consultative Assembly). These objectives were as follows :

(a) To build men and women of true Pancasila Spirit as stated in the 1945 Constitution.
(b) To increase morality and strengthen religious belief
(c) To increase intelligence and skills
(d) To build physical strength and health

In 1973 the People's Consultative Asssembly produced a decree, called "GBHN"(the Broad Outlines of the State Policy) The decree stated that to education is a joint responsibility of the family, the Community and the Government.

In 1978, the meeting of the people Consultative Assembly set forth the General Outlines of the State Policy (No.IV/MPR/1978) The Fourth Chapter of the General Pattern of the third Five Year Development Plan contained 16 Educational statements, six of which explicity deal with Educational objectives.

The objectives simply reaffirm those stated earlier ,namely :

a. National Education is based on Pancasila and aimed at increasing the belief in God, intelligence, skills, morality, personality development and nationalism in order to produce people who are development minded and responsible for National development.

b. Pancasila education including Pancasila Moral Education element which could develop and continue the spirit and values of 1945 it should be included in the school curriculum from Kindergarten to University levels, in state as well as private schools.

c. Education is a life long process provided in the and is given at home, in school in the community. Therefore, education is joint responsibility of the family, community, and the government.

d. Education also includes the non formal education programme including community based education, boy and girl scouts , skills training and literacy programs.

e. The educational system should be relevant to national and development needs which requires various experts and to increase productivity, quality, and working efficiency.

There were some important policy changes since 1973 until 1977

a. Set up new Primary and Secondary level Curriculun, 1975/1976

b. Reorganization of the Department of Education and Culture 1975,

c. Abolition of Primary School Fees in 1977,

d. Crash Program to produce secondary school teachers (9 of 10 state teacher training institutes) in 1977.

MAIN POLICY PRIORITIES IN THE EDUCATION AND CULTURE

The current priorities for the development of educational and cultural programs are consist of six main points :

1. Improving the quality of education
2. Extending and providing learning opportunities to more strata of the population
3. Making education relevant to development efforts
4. Guiding the Youth generation
5. Increasing the effisiency and effectiveness of education management
6. Maintaining and developing cultural diversity awareness

The priorities are elaborated into 33 general strategies. However, only five of the 33 general strategies are selected as examples to be cited here.

They are :

1. To realize the national education for improving the quality of the Indonesian who is devoted to the One and only God, has a good character and personality, is intellegent and skillful as well as physically and mentally healthy, takes responsibility for strengthening the sense of solidarity and the spirit of nationalism.
2. To give priority to efforts to eliminate the "Three Inabilities"
   (a) The inability to read the alphabet and latin letters
   (b) The inability to speak Indonesian and
   (c) The inability to attend primary school.

   The goal is that by the end of Repelita V all members of the community will be able to read, write, and count.

3. To improve primary education quality by emphasiying on reading, writing and counting capability, as well as by improving instructional materials and methods.

4. To maintain the continuity of the curriculum between the Elementary and Junior Secondary level.
   This is required for the implementation nine years basic education (6 years in Elementary School and 3 years in Junior Secondary School).

5. To improve the quality of Primary Education through increasing teachers qualifications and competencies.

THE GOAL OF EAST JAVA FIVE YEAR DEVELOPMENT PLAN V :

1. Improving the standard of living, intelligence and the welfare of the whole citizen
2. Continuing and improving the Provincial Development efforts as part of the whole National Development.
3. Maintaining the stability and the harmony of development growth among districts. This is intended to encourage and direct the growth of the less developed districts, especially the rural areas.
4. Establishing strong foundation plan for the next development step. (Source · Data and Information on Educational and Culture Development in East Java, Indonesia 1990/1991)

Provincial Policy

The strategy of developing basic education in East Java includes :

a. Elementary School/Elementary Islamic School
   1. Increasing facilities and equipment
   2. Increasing efficiency and effectiveness of management of education through improving the teaching learning proces, by strengthing teacher / pupil discipline, using time better , emplaying alternative teaching approach, instructional approaches and ensuiring appropriate supervision.
   3. Increasing the relevancy of education and the needs of development by implementing the local content in the teaching proses and student active learning system (CBSA).

4. Increasing the tecaher quality by :
    - providing training and upgrading and
    - Conducting discussion about field study

b. Special Elementary School (SDLB/SLB)

1. Increasing the capacity of elementary school to accomodate both normal students and handicapped students (SD Terpadu)
2. Gradually increasing the facilities
3. Increasing the quality of teachers

c. Junior Secondary School

Increasing the capacity and number of Junior Secondary School buildings in order to provide greater more opportunities 7 - 12 year old enrollments.

Education sector development is considered the third of 9 Provincial priorities following only food production and job creation.

The development policy in East Java is summarized the There are 9 priorities : food, job, education, supporting aids, housing, operation maintenance, health, citizen welfare, , and ecological preservation.

C. SYSTEM STRUCTURE

School Structure

The national education system consists of all the formal and nonformal activities intented to achieve the educational objectives.

Non formal education includes education programs with (Extra) curricular activities organized by a school institution. As Figure 1 shows Formal education ranges from preprimary to primary to secondary up to higher education. Primary education consists of pre school and primary school, including special primary school. Pre school education is considered important for children 3 - 6 years of age, but it is not yet a prerequisite for admission to primary school because this this level education is available only in urban areas. However , it is expected that a child with a pre school training will be better prepared for primary school. Pre school education is mainly organized privately with supervision of the government. Primary school is meant for children of compulsory school age (7 - 12 years).
It consists of general and special school . Special school is for children with a physical or mental handicap. This school includes special school (S L B), integrated handicap school (SDLB). There are public as well as private special schools in each province, where as intregrated schools are only found in some provinces, including East Java.
Secondary Education is divided into Junior Secondary School (S L T P) and Senior Secondary School (SLTA).
Junior Secondary School is a continuation of primary schooling

a consists of a three years cycle and is open to primary school graduates. Senior Secondary school is a continuation of Junior Secondary school which is organized for 3 years learning and is prepared for SLTP graduates.

The Senior Secondary School consists of types of education namely general senior secondary school (SMA), vocational / technical education such as:

Technical Senior Secondary School (STM), Economics Senior Secondary School (SMEA), Home Economics Senior Secondary School (SMKK), Secondary Technological School for Home Economics (SMTK), Social Work Senior Secondary School (SMPS), Secondary School for Indonesian Handicraft (SMKI) and Secondary School for Arts (SMSR).

Higher education is organized for those who have finished the secondary school level and sat for national entrance examination. In the higher education system there are degree programs and non degree programs. The degree programs consist of strata program 1 (S1), strata program 2 (S2) / Master's degree and strata preogram 3 (S3)/ PhD program.

The non-degree programs include the diploma program 2 (D2) and diploma program 3 (D3). Higher education programs are provided in universities and in teacher training institution (IKIP). The length of education of each program varies according to the field of specialization.

CHART : 1
THE FLOW CHART OF EDUCATION

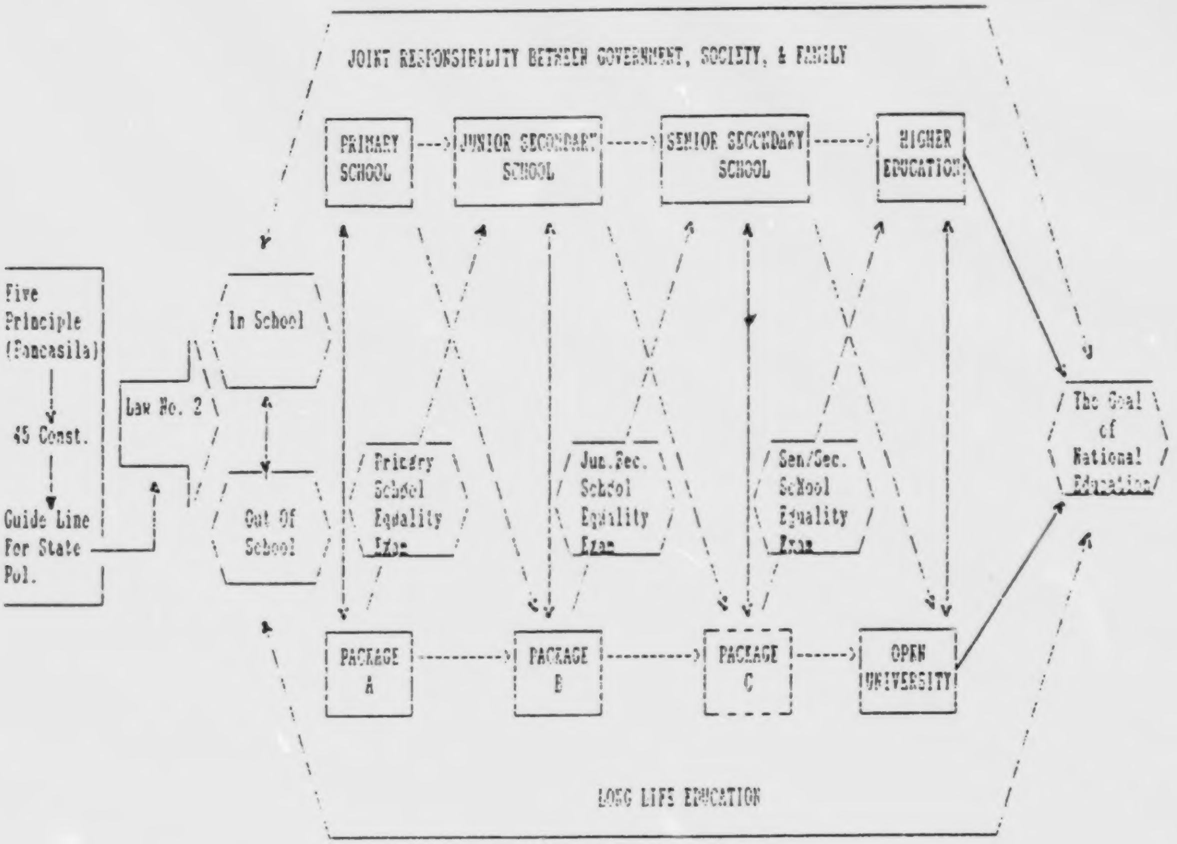
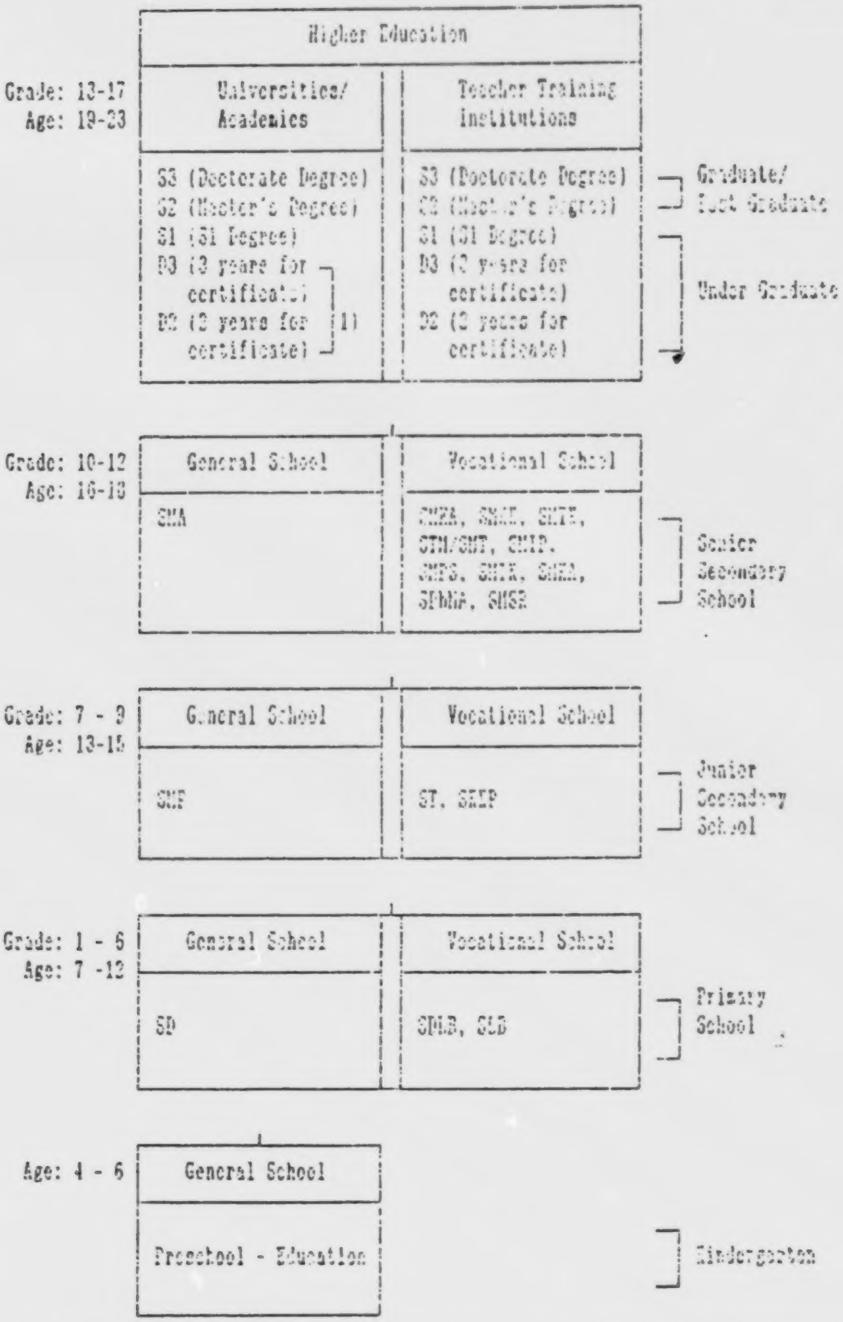

JOINT RESPONSIBILITY BETWEEN GOVERNMENT, SOCIETY, & FAMILY
PRIMARY SCHOOL
JUNIOR SECONDARY SCHOOL
SENIOR SECONDARY SCHOOL
HIGHER EDUCATION
Five Principle (Pancasila)
45 Const.
Guide Line For State Pol.
Law No. 2
In School
Out Of School
Primary School Equality Exam
Jun.Sec. School Equality Exam
Sen/Sec. School Equality Exam
The Goal of National Education
PACKAGE A
PACKAGE B
PACKAGE C
OPEN UNIVERSITY
LONG LIFE EDUCATION

Figure : 1
Chart Indicating Levels of Education
In Indonesia Under Management of
Educational and Cultural Department



1). Examples of non-degree programs offered by certain universities and academies:
PAT : Technical Expertise Education (Institute of Technology Surabaya)
PAAP : Business Administration Expertise Education (Airlangga University)
APK : Academy of Health Supervision (Health Department).

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D. ADMINISTRATION

Education Administration

Organizational Structure

In line with the 1945 constitution article 31 which states that the state is responsible for the organization of a national education system, the Ministry of Education and Culture as a part of the government of the Republic of Indonesia is responsible for the organization of national education.

At the head of the Ministry of Education and Culture is the Minister of Education and Culture. He is appointed by the President and his function is to assist the president in the operation of national education.

To implement national education and culture the Minister is assisted by the Rectors Higher Education, the coordinator of Private Higher Education, and Regional Offices of the Ministry of Education and Culture at the Provincial level.

Figure : 2 (Source : IEES Indonesia II 1986)

Figure : 3 and 4 (Source : Data and Information on Educational and Cultural Development in East Java , Indonesia 1990/1991)

For the management and supervision of primary, secondary schools, out of school, sport and young generation, the Head of the Provincial Office is assisted by the Head of the Municipality Office at the municiple and the each of these officies is headed by the Head of the Provincial Region who is administratively responsible to the Secretary General of the Ministry of Education and Culture.

In his daily task the Head of Provincial Region is assisted by four supporting divisions and ten divisions for operational management. The four supporting divisions are Division of Planning, the Division of Personnel, the Division of Finance ,while the ten operational divisions are the Division of Elementary Education, the Division of General Secondary Education, Division of Vocational Secondary Education, Division of Teacher Training Education, Division of Community Education, Division of Youth Education, Division of Sport, Division of Art. Division of Museum and Archeology, Division of Historical and Traditional Values.

In addition there is also matter division for the implementation of a certain task namely division of administration. This division of vice of school supervisors and administrative coordinator are directly responsible to the Head of Regional Office and the Head of the Sub-District at Sub-District level Figure : 3

Roles of MOEC and Other Agencies

The roles of various public agencies in implementing education programs are set forth in a number of public laws and decrees , the most recent of which is the March. 1989 Public Law on the National Education System. The MOEC plays a dominant role in the design, delivery, and supervision of most education programs . It is a major provider of education , and it sanctions the content and output of education provided by other government agencies and by private schools and teaching institutions. The MOEC directly provides secondary education and higher education, but responsibility for provision of public primary education was decentralized to regional governments under Public Law Number 65 of 1951. The MOEC in principle remains responsible for all technical inputs to public primary education-including teacher training, curriculum development, and evaluation of teaching performance but the actual physical management of the 133,000 public primary schools in Indonesia including construction of schools, recruiting of teachers, and provision of recurrent budgets for materials is the responsibility of regional governments and is carried out by the education offices (called Dinas P dan K) of provincial or district level governments. The central government agency responsible for coordination of regional government affairs is the Ministry of Home Affairs (MOHA). Central government expenditures on primary schooling appear in the MOHA budget and are administered under the MOHA by regional governments. Primary school teachers and other staff of primary schools are recruited by the MOHA Regional Office (Dinas), but are formally recorded as MOEC staff, seconded (diperbantukan) to the MOHA for assignment to primary schools.

The MOEC works closely with several other agencies, particularly in the budget review and approval process. The National Development Planning Board (BAPPENAS) must approve the development budget for all MOEC programs, including INPRES

SD. The Ministry of Finance (MOF) must approve all routine budget requests. Budget proposals with staffing implications including all proposals for sytem expansion are jointly reviewed and must be approved by the State Ministry for of Administrator Reform (MENPAN), and the State Civil Service Commission (BAKN), as well as by BAPPENAS and the Ministry of Finance.

Structure of the MOEC

Central MOEC Administration. The administrative structure of the MOEC, shown in Annex Figure 1, consists of four Directorates General to perform line functions, and three staff units to provide supporting services to the entire ministry. There are Directorates General for : (a) Non Formal Education, Youth and Sports (DGNF); (b) Primary and Secondary Education (DGPSE); (c) Higher Education (DGHE); and (d) Culture (DGC).Each is headed by a Director General an echelon 1 position in the civil service hierarchy, appointed by the President and directly responsible to the minister of Education and Culture. The three staff units are the Inspectorate General, the Secretariat general, and the Center for Educational Research and Development (Balitbang Dikbud) The heads of each of these units are also echelon 1 level appointments by the President, and report directly to the Minister. As shown in Figure 2, there are also twelve MOEC centres which are designed to support various programs throughout the Ministry. Four of these the Centre for Policy Research and Development, the Examination Centre, The

Information Centre, and the Curriculum Centre, are currently administered by Balithang Dikbud. Eight other centre, for staff training, libraries, book development, language development, archaeological research, graphics, physical fitness / recreation, and educational technology, report directly to the Minister. As is true of the other parts of the Ministry, the facilities , staff, and capacities of the centers vary widely largely as a result of whether or not they have benefitted from participation in development projects, with all the advantages accompany such participation.

Regional MOEC Administration

The MOEC has the most dispered regional administrative infrastructure of any minstry. It is represented through its Kandeps in all of the 295 Kabupatens and Kotamadyas, and is the only line ministry with representation in most of the 3,542 Kecamatans (subdistricts). For purposes of education administration, the MOEC has an even more extensive, network than the Ministry of Home Affairs number of the MOHA Subdistrict Offices (Rantings) do not include education staff. The MOHA Dinas P dan K office is only one of several sectoral dinas in most provinces and districts; but it is typically by far the most important in terms of staff.
Often, it constains more staff than all other sectoral dinas combined, and more than the Kanwil Dikbud or Kandep Dikbud.

The MOEC implements secondary education and performs pedagogical supervision of primary schools through its network of regional offices at the province, district, and subdistrict levels. (Construction of secondary general school is managed by the Ministry of Public Works; construction of secondary vocational schools is supervised by the MOEC itself). The regional administrative infrastructure for implementation of public primary and secondary education is shown in Table 3 below. (Note Higher Education is currently managed centrally by the Directorate General of Higher Education in Jakarta, but the MOEC reportedly plans to delegate that responsibility in the future to its regional offices .)

The Minister of Education sets national policy. The central units of MOEC which advise him on primary education are the Directorate General Primary Secondary Education, mainly through its Directorates of Primary Education and Teacher Training, the Secretariat General through its numerous administrative units, the centres such as the Book Center and Curriculum Development Centre, and the Inspectorate General responsible for auditing. The MOEC in Jakarta influences education quality because it is responsible for regulating and supervising academic, profesional and administrative standards in the provision of facilities . equipment, textbooks, instructional materials and curriculum and examination guidelines. Education projects, such as the Textbook and Teacher Training projects, have also been adminitered directly from Jakarta through development budget funds.

The Jakarta based MOEC staff number about 240,000 (nearly 40 % of all MOEC non teaching personnel), and the system is often

Figure 2
The Organization of Basic Schooling

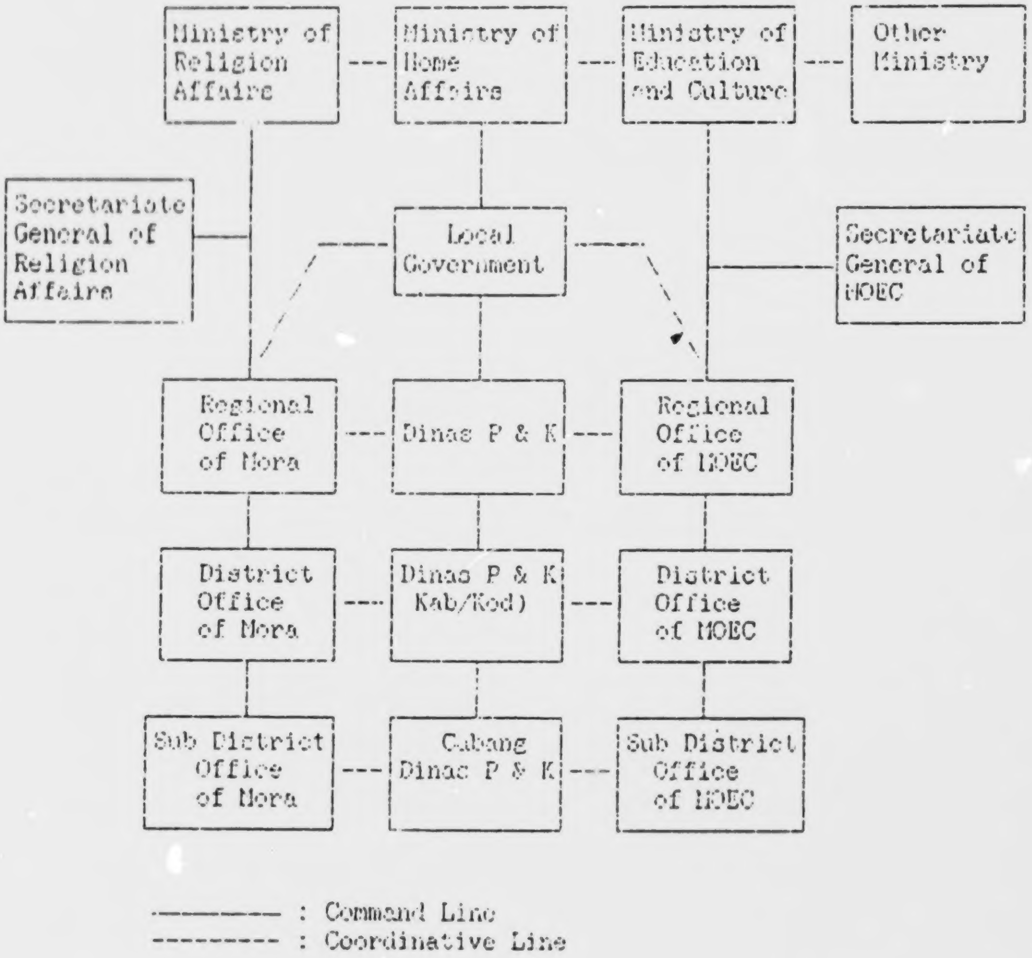

FIGURE : 3

ORGANIZATIONAL CHART
EAST JAVA REGIONAL OFFICE OF THE DEPARTMENT OF EDUCATION AND CULTURE

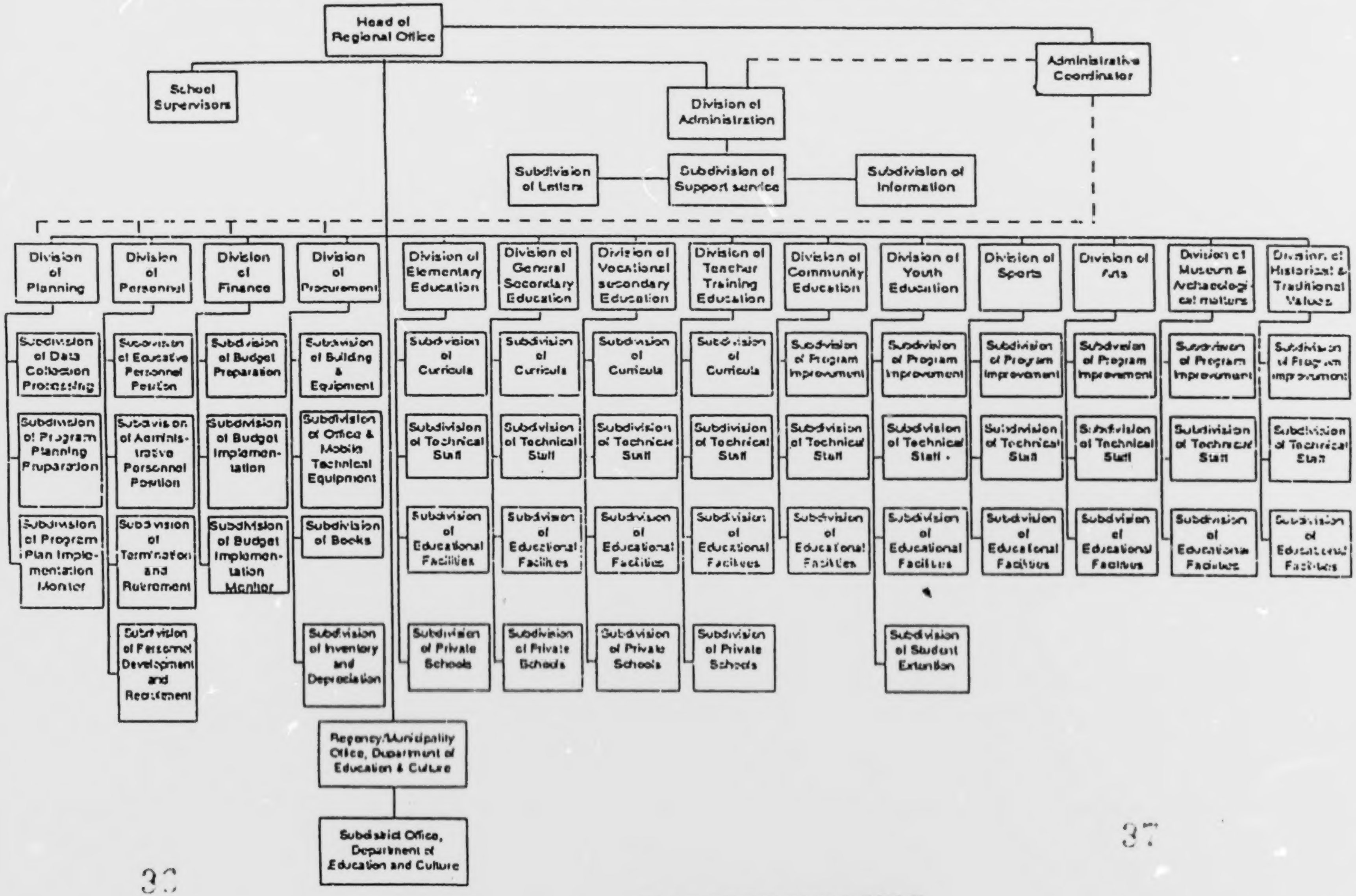
Head of Regional Office
Administrative Coordinator
School Supervisors
Division of Administration
Subdivision of Letters
Subdivision of Support service
Subdivision of Information
Division of Planning
Subdivision of Data Collection Processing
Subdivision of Program Planning Preparation
Subdivision of Program Plan Implementation Monitor
Division of Personnel
Subdivision of Educative Personnel Position
Subdivision of Administrative Personnel Position
Subdivision of Termination and Retirement
Subdivision of Personnel Development and Recruitment
Division of Finance
Subdivision of Budget Preparation
Subdivision of Budget Implementation
Subdivision of Budget Implementation Monitor
Division of Procurement
Subdivision of Building & Equipment
Subdivision of Office & Mobile Technical Equipment
Subdivision of Books
Subdivision of Inventory and Depreciation
Division of Elementary Education
Subdivision of Curricula
Subdivision of Technical Staff
Subdivision of Educational Facilities
Subdivision of Private Schools
Division of General Secondary Education
Subdivision of Curricula
Subdivision of Technical Staff
Subdivision of Educational Facilities
Subdivision of Private Schools
Division of Vocational secondary Education
Subdivision of Curricula
Subdivision of Technical Staff
Subdivision of Educational Facilities
Subdivision of Private Schools
Division of Teacher Training Education
Subdivision of Curricula
Subdivision of Technical Staff
Subdivision of Educational Facilities
Subdivision of Private Schools
Division of Community Education
Subdivision of Program Improvement
Subdivision of Technical Staff
Subdivision of Educational Facilities
Division of Youth Education
Subdivision of Program Improvement
Subdivision of Technical Staff
Subdivision of Educational Facilities
Subdivision of Student Extention
Division of Sports
Subdivision of Program Improvement
Subdivision of Technical Staff
Subdivision of Educational Facilities
Division of Arts
Subdivision of Program Improvement
Subdivision of Technical Staff
Subdivision of Educational Facilities
Division of Museum & Archaeological matters
Subdivision of Program Improvement
Subdivision of Technical Staff
Subdivision of Educational Facilities
Division of Historical & Traditional Values
Subdivision of Program Improvement
Subdivision of Technical Staff
Subdivision of Educational Facilities
Regency/Municipality Office, Department of Education & Culture
Subdistrict Office, Department of Education and Culture

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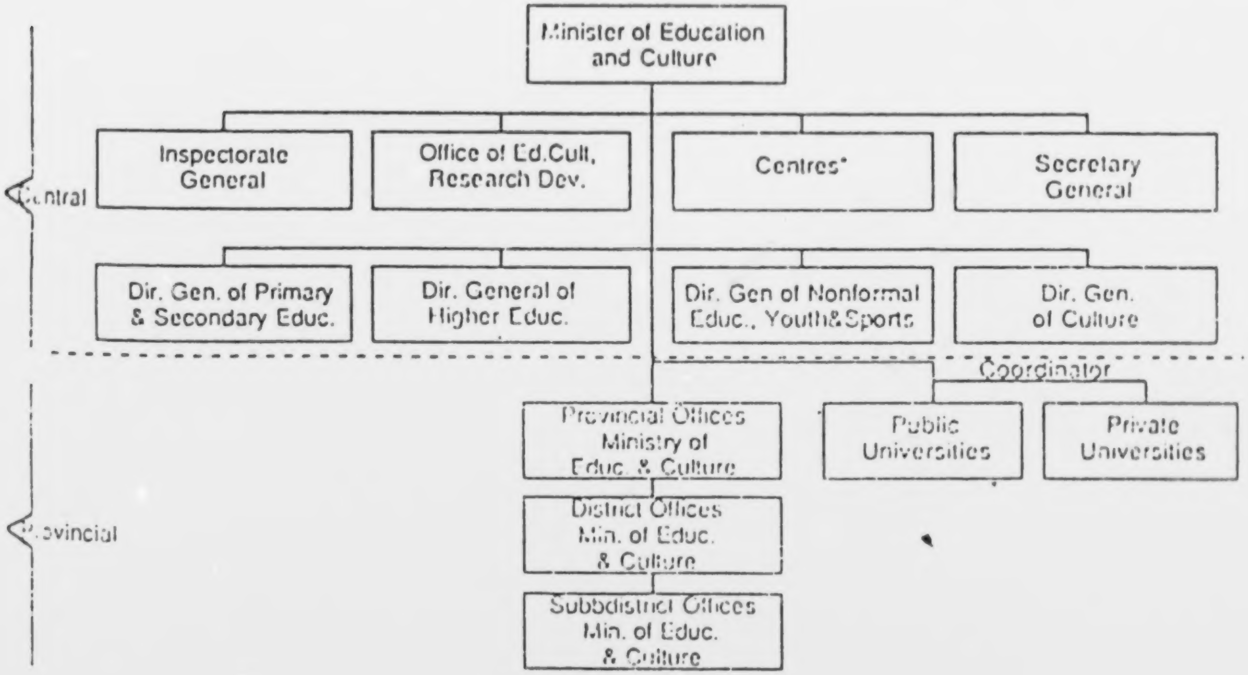
FIGURE : 3A

Organization of the MOEC

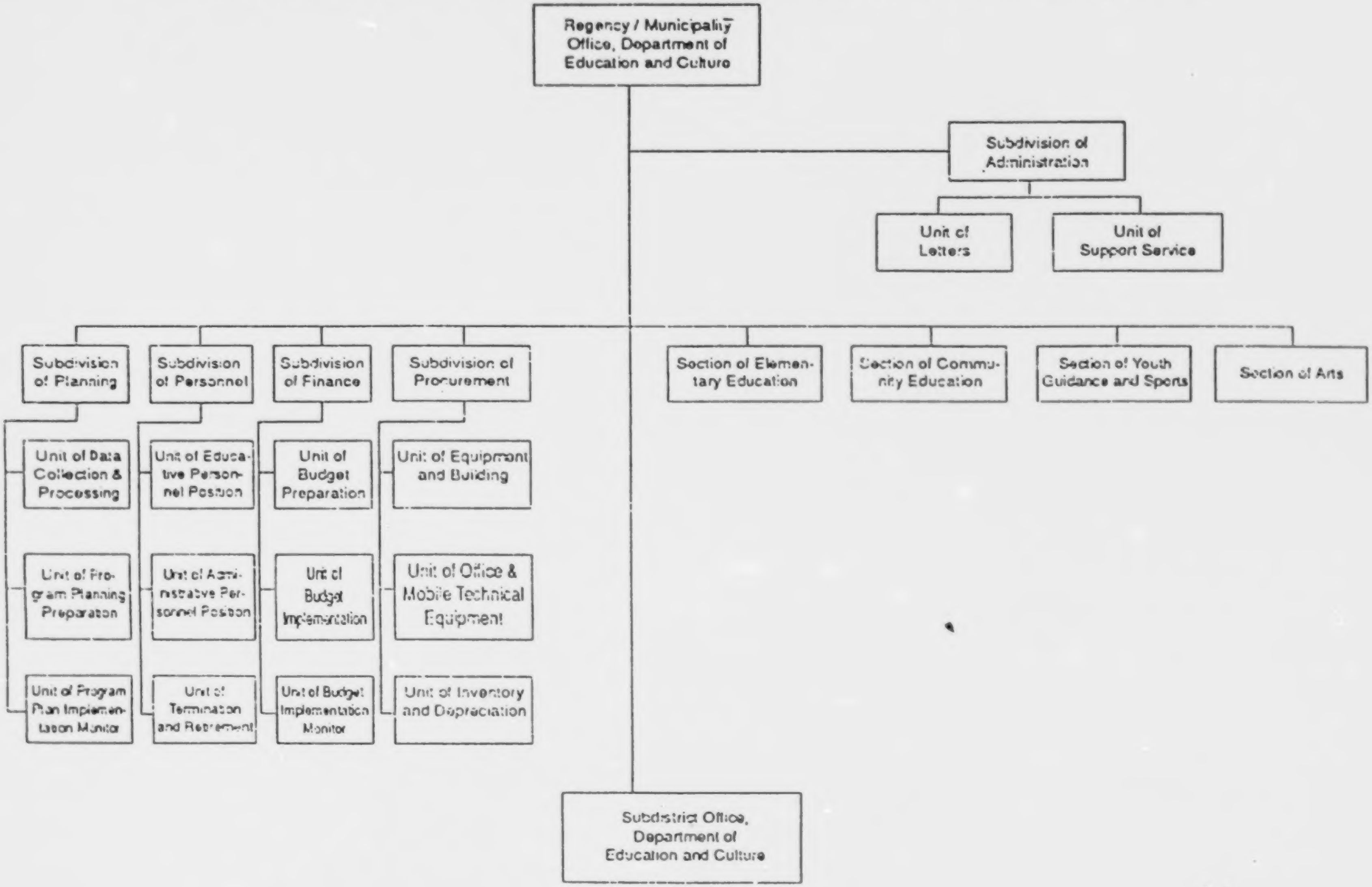

Minister of Education and Culture
Inspectorate General
Office of Ed.Cult, Research Dev.
Centres*
Secretary General
Central
Dir. Gen. of Primary & Secondary Educ.
Dir. General of Higher Educ.
Dir. Gen of Nonformal Educ., Youth&Sports
Dir. Gen. of Culture
Coordinator
Provincial Offices Ministry of Educ. & Culture
Public Universities
Private Universities
Provincial
District Offices Min. of Educ. & Culture
Subdistrict Offices Min. of Educ. & Culture

*1. Staff Training
2. Libraries
3. Physical Fitness & Recreation
4. Language Development
5. Archeology Research
6. History & Culture
7. Graphics Center
8. National Museum
9. National Library

Source: Indonesia IEES Volume II 1986

FIGURE : 4

ORGANIZATIONAL CHART
REGENCY / MUNICIPALITY OFFICE OF THE DEPARTMENT OF EDUCATION AND CULTURE


Regency / Municipality Office, Department of Education and Culture
Subdivision of Administration
Unit of Letters
Unit of Support Service
Subdivision of Planning
Subdivision of Personnel
Subdivision of Finance
Subdivision of Procurement
Section of Elementary Education
Section of Community Education
Section of Youth Guidance and Sports
Section of Arts
Unit of Data Collection & Processing
Unit of Educative Personnel Position
Unit of Budget Preparation
Unit of Equipment and Building
Unit of Program Planning Preparation
Unit of Administrative Personnel Position
Unit of Budget Implementation
Unit of Office & Mobile Technical Equipment
Unit of Program Plan Implementation Monitor
Unit of Termination and Retirement
Unit of Budget Implementation Monitor
Unit of Inventory and Depreciation
Subdistrict Office, Department of Education and Culture

described as highly centralized. In fact, the line of command fron Jakarta, through the province, district and subdistrict education offices is long, communication is inefficient and the outreach capacity of Jakarta based agencies is poor. De facto, these is a great deal of local autonomy in school management which, as was observed for this study, may be used dynamically and productively for school quality improvement or may allow scope for inferior performance.

The central MOEC relies on its provincial offices for annual planning, management and quality control and its district offices for implementation and supervision. This is consistent with the Government's recent actions in other sectors to devolve planning and management functions away from Jakarta to the provinces. There are some 400,000 administrative personnel at these levels and many well qualified and competent individuals. But the critical mass of MOEC tecnical expertise is deployed to secondary education, where the MOEC has full responsibility for provision of education services and funds. Moreover, the chief of the district education office (the Kandep) , lacks rank and authority being on a par only with an SMP principal. (Source : World Bank, 1989 Indonesia Basic Education Study Document of the World Bank Report No.7841. Ind Page 6 - 14)

2. Staff Development

In 1990 - 1991 the Directorate General of Higher Education became responsible for training primary school teachers, a task it has never previously performed. D 2 pre-service training became the responsibility of the Institutes and Faculties of Education (IKIPs and FKIPs) and their associated centers at former SPG/SGO campuses (UPP); D 2 in-service training became the responsibility of the Open University (U T) in collaboration with the Directorate General of Primary and Secondary Education MOEC. This was also a new experience for UT. which had previously provided distance teacher education courses only at the secondary school level. Finding and preparing expert primary school teacher trainers has been a major challenge in the case of both programs.

a. The Pre service program

Prior to this year the IKIP and FKIP have had no formal role in primary teacher education. Consequently, they have little expertise in this field. have conducted little research in it, taught no courses in it, have few library books and little lab equipment related to primary education, and have only weak links with the primary schools. The few graduates with degree in fields related to primary education (obtained under the World Bank second Teacher Education project) were based in the primary training high schools (SPG). These professionals and their colleagues in the refunctionalized SPGs do have expertise and experience in primary education, and it is clear that they are playing and will continue to play important roles in building up the national capacity for tertiary level primary teacher training.

Major responsibility for staffing and managing the D 2 programs at the IKIPs and FKIPs has been given to those in the Educational Sciences departments or faculties (FIP). Their tasks are primarily to each the educational foundations and pedagogy courses, such as Principles of Education, Guidance and Counseling, Educational Administration, Curriculum Innovation, etc. This appears appropriate since FIP lectures are generally qualified in this fields. The change is not without its problems, however. In the past, courses in the above areas have been oriented towards the secondary school. Educational psychology, guidance and counseling , administration , and pedagogy are very different for primary school teachers. Since most IKIP and FKIP lecturers come through their own S1 programs, the current staff have little direct experience with primary schools to draw from. A widespread notion that they can learn what they need to know by reading about primary education or taking a few short - term training courses underestimates the complexity of the task of educating young minds. There is need for a level of professionalism just as high as that required of secondary school teachers.

Current FIP lecturers are accustomed to running program which lead to the S1 degree. Now they see themselves as relegated to programs for preparing primary school techers at the D2 level. This may be taken by some as a loss in status, a problem likely to affect morale and commitment to the D2 program. Subject matter instruction fo the D2 program is to be provided by those in the variuos subject oriented departments (FMIPA, etc). The lecturers involved may be experts in their fields, but their orientation has been towards secondary schools. Those who know physics or mathematics well enough to teach it to upper secondary school teachers will certainly have also mastered the content needed by primary teachers, but this does not mean that mean know how to teach the materials to children, nor understand the mistakes and misconceptions that young learners typically fall into. To gain the necessary knowledge, they will require considerable experience in primary school settings with both pupils and teachers.

So the main staff development problem is : how can the training institutions quickly create expertise in primary school teaching out of virtually nothing?

Short term training programs have been mounted in order to help lecturers reorient their thinking and approaches. This provided prior to the start of academic year 1990/1991 were offered at two levels : the national level, key trainers were trained for three weeks; the regional or institutional level, these newly trained provided training (based on their own brief training) to others. Although some excellent trainers were involved, and some innovative approaches taken, the time available did not permit the development of solid expertise. Such training however can be seen as the beginning of an institutional shift towards a consern for quality primary education.

A well conceived, long term plan for building a strong core of trained and committed primary teachers educators needs to be developed, building upon the few individuals (and their institution) who have both experience in primary school classroom and graduate level training in primary education. Under the World Bank Second Teacher Education Project, 126 SPG teachers undertook masters degrees at US and Canadian Universities and 6 undertook PhDs. These graduates should be drawn together at key locations to form the core of a professional primary teacher education corps.

SPG Teachers. The SPG teachers with overseas graduate degrees are a small minority. Most teacher educators at SPGs were trained locally, at the D3 or S1 level. Because of their experience in training primary school teachers in the past, they are expected, quite appropriately, to continue this task as the staff of the D2 program at a Education Development Unit (UPP) . Even these trainers, however, are generally lacking in the kind of expertise needed to mount a fully effective program. One problem is the source of their own training. They have generally been trained by IKIPs or FKIPs as SMA teachers, or in FIP as general educators, without any qualifications in school teaching subjects. The credentials entitling them to be primary school teacher trainers came from institutions which have had no expertise in primary education. Breaking into this vicious circle will require the kind of effort mentioned above: some key institutions will need to be developed as key centers of excellence in primary education . Temporarily , this will mean bringing into metropolitan centers those SPG teachers with graduate degrees. Gradually, as the key centers develop their institutional leadership, graduate degree holders should move out to the Education Develpoment Unit (UPP): the front line institutions for training teachers for the most difficult areas.

b. The In - Service Program

The in-service program is not campus-based, but consists of self instruction and small group interaction at local centers, under the leadership of tutors. Currently the design calls for there to be four tutors per group of 30 trainees, one for each of the four subjects to be covered during a semester.

The basic requirement for becoming a D2 tutor is a S1 or D3 qualification. A full analysis of the background of D2 tutors is not yet available, but the general impression (confirmed by field visits to several site is that mose tutors are currently SPG teachers, local Depdikbud officials (Kancam officers or Penilik), and SMA teachers.

During the first year of operations the Ministry has specified that groups should be set up in semi remote areas (in the smaller cities or villages which are not too far from the Kandep officer). Groups in small cities or relatively near to metropolitan areas have had little difficulty finding tutors. Since the SPGs have been in a tranditional phase this year, SPG teachers have been readily available. In more remote locations SMA teachers have been the only D3 or S1 graduates available, but in some places even they are scarce. SMA teachers are used presumably because of their ability to understand subject content; few of them have had any experience of teaching in primary schools. This conveys the message as does the curriculum that the course is basically about gaining knowledge, and not about becoming a more competent primary school teacher.

All tutors were trained for their work, but only for a period of 5-6 days. A two stage cascade approach was used : "tutor inti" were trained in Jakarta, and then they trained other tutors in the regions. The training agenda was formidable for a 5-6 day workshop, including training in subject matter, in tutorial management, in CBSA, and in tutoring skills.

The tutors are all part timers, paid by the hour for the number of hours a week they lead tutorials. They are not paid for preparation time, which should be substantial if they are to be effective in organizing the group to function in CBSA style.

This first year is still experimental, so there are bound to be a number of 'teething' problems. Field visits to several sites showed instances of tutors being assigned to teach subjects they were not trained in, and groups which had trouble finding even SMA teachers to lead them. A formative evaluation of the in service D2 program is now in progress and should provide valuable information on tutor effectiveness. An early impression is that this program, like the preservice one, has understimated the time and effort needed to recruit and train an effective D2 professional training staff.

The problem of staff development is further complicated by the fact that the management of the program at the local level is also in the hands of part timers. In most cases the kecamatan office head manages the program in addition to his other numerous responsibilities . There is no one at the kabupaten , kecamatan or group level who is fully engaged in managing D2 inservice training.

Many other countries in Asia sponsor teacher training through distance education. for example, Srilanka has a highly effective program which, like the D2 program, uses a combination of self instruction and small group interaction. The success of the Sri Lanka program lies in the fact that the local tutorial centers are managed by full time "master tutors". These tutors, who themselves are given intensive and continuous, in service training, organize the tutorials in their regions on topics based on needs assessments they have made during visit to schools. They also visit trainees in their schools during teaching hours to see how they are applying their lessons, and to give feedback and advice. being full timers, they devote their entire working day to planning and executing this in service training program.

The results of this kind of arrangement speak for themselves : the program is by far the most cost effective in Sri Lanka. Even though it uses full time tutors it is not expensive. since it economizes in other ways. In fact, its cost per student is about one eighth those of a comparable campus based , in service training program. In terms of effectiveness, it has excelled in training teachers in both knowledge and skills, and created improvements in teacher morale and professional attitudes. The key to this success lies in the effective organization of learning groups by full time master tutors, and the close relationship between tutors and trainees.

In Indonesia the use of full time tutors would certainty strengthen the D2 program. If the finance for this could be found, there are thousands of former SPG teachers who could be recruited into such positions. If they are not given such assignments they will be redepployed as teachers in conventional secondary schools, where their skills as teacher trainers will be lost. (Source : Nielson D & Somerset A. 1991 .Indonesia Primary Teacher Education)

E. PROGRAMS

1. Enrollment

The total number of students enrolled in primari schooling in the province (SD, SLB, SDLB, Small SD, SD Pamong and MI) in 1990/91 was 4,838,499. Of these 3,680,903 (76 %) were enrolled in public schools. The distribution of enrollments on type of school and sector is shown in Table 8.

Table 8
Student by Types and Status
Enrolless in East Java 1990/1991

No.	Types of School	Public Enrollees	Private Enrollees	Total Enrollees
1.	SD	3.680.903	181.939	3.862.842
2.	S L B	3.854	-	3.854
3.	S D L B	1.173	-	1.173
4.	Small SD	39.125	-	39.125
5.	SD Pamong	8.362	-	8.362
6.	M I	10.296	912.847	923.143
	Total	3.743.713	1.094.786	4.838.499

Source: East Java Regional Office of Educational and Culture Department

The percentage of education graduates continuing to Secondary Junior School level has only increased slightly since 1989/1990. In 1989/1990 68.49% of primary graduate in the province continued to Junior Secondary School to year later the comparable figure was 68.50%.

In 1990/1991 1.130.140 students were enrolled in Junior Secondary Schooling in the province. As Table 9 indicated, 51 percent of all students were enrolled in public schools and 49 percent in private schools.

Table : 9

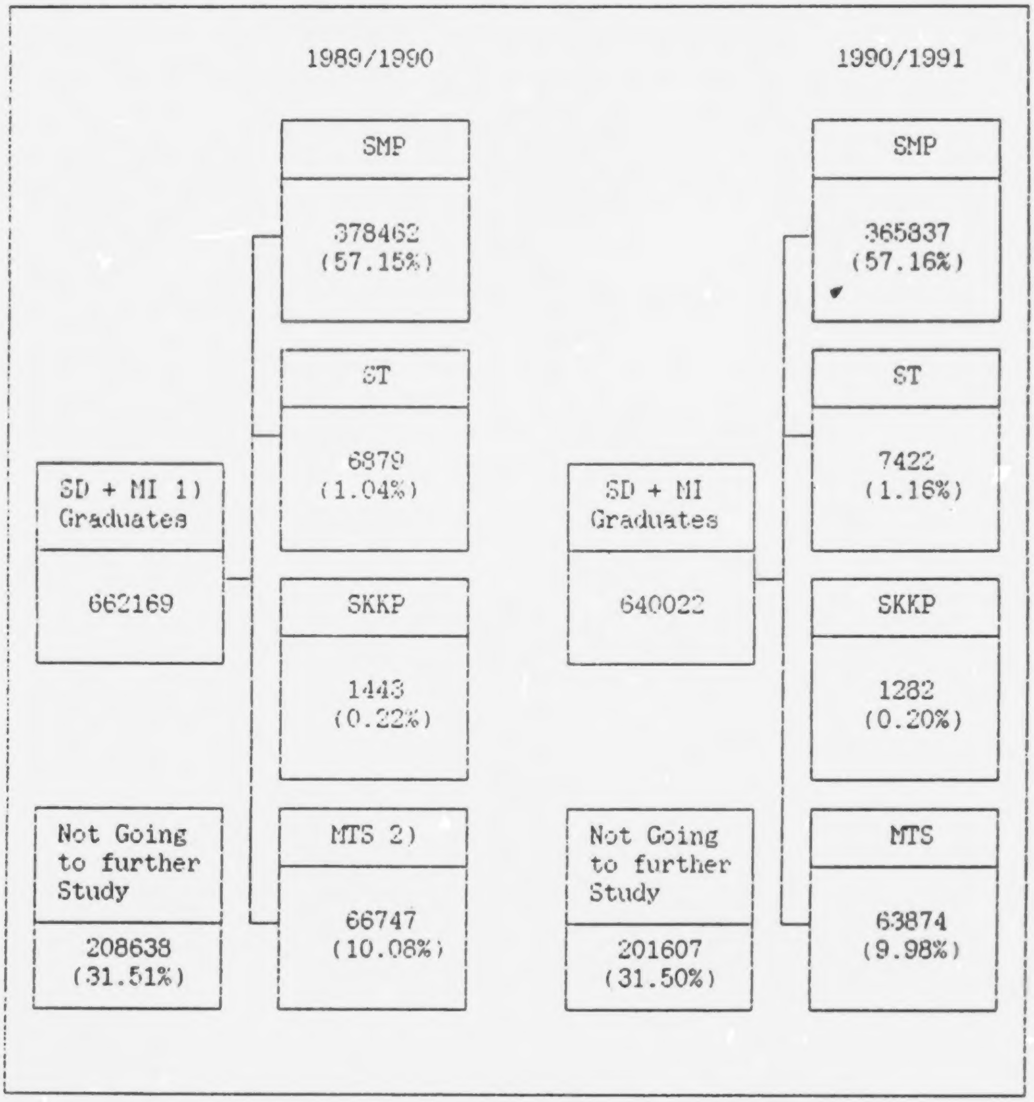
Number of Student by Types and Status

No.	Type of School	Number of Student		Total
		Public	Private	
1.	Junior Secondary School	510.874	414.989	925.863
2.	Vocational Junior Secondary School	17.899	2.122	20.021
3.	Home Economy Junior Secondary School	3.650	101	3.751
4.	Islamic Junior Secondary School	45.959	134.546	180.505
	Total	578.382	551.758	1.130.140

Source: East Java Regional Office of Educational and Culture Department

The total enrollment represent about 45 percent of all the 13 to 15 year in the province.

Figure : 5
Continuation Rates From Elementary
To Junior Secondary Schools



1). MI : Elementary Islamic School
2). MTS : Junior Secondary Islamic School

Table : 10

INDICATORS DEVELOPMENT
EDUCATIONAL INDICATORS OF PRIMARY AND JUNIOR SECONDARY SCHOOL
1988/89 TO 1990/1991
IN EAST JAVA

No	KIND OF INDICATORS	SD (%)			SLTP (%)		
		88/89	89/90	90/91	88/89	89/90	90/91
1	Net Enrollment Ratio	99.04	99.49	99.62	-	-	-
2	Transition Rate	-	-	-	68.40	68.49	68.50
3	Drop out Ratio	-	-	-	2.40	2.50	2.44
4	Repeater Rate	9.02	9.03	8.87	0.66	0.46	0.53
5	Graduate Rate	98.56	98.66	96.66	97.52	98.17	97.03
6	Student/Class Ratio	28	28	27	44	42	40
7	Class/Class room Ratio	1.10	1.05	1.06	1.08	1.18	1.14
8	Student / Teacher Ratio	23	23	23	16	15	14
9	Student / School Ratio	178	174	172	332	326	305

Source : Data and Information on Educational and Cultural Development in East Java 1990/1991

Base on educational indicators of Primary and Secondary School Level 1988 / 1989 to 1990 / 1991 in East Java :

First in primary school level the has been increase of net enrollment ratio, no drop out, decrease repeater rate, decrease student / class ratio . decrease class / class room ratio and student / school ratio,graduate rate and the student teacher ratio stable . Efforts has been made succsessfully in achieving the universal education in primary school level.

Secondly in junior secondary school level the continuation rate slighly in crease, drop out rate, repeater rate, graduate rate , student/ teacher ratio and student / school ratio decrease the improving of the continuation rate has not a chieved jet the East Java Five Years Plan V target 85 %. Efforts should be made harder in succesding the universil education in junior secondary school level.

2. Staff

The student / teacher ratio in Primary School is 23, and in Junior Secondary School 14. More sixty seven percent (67.57%) teachers have a civil servant range of group II, twenty three percent (23.89 %) have range of group III and only .05 % range of group IV.

The educational background of teachers and administrators : SLTA / SGA level : 6.77 %, Diploma 1 : 36.27 %, Diploma 2 : 20.21 % , Diploma 3 : 7.09 % , IKIP / B1 / SGPLB : 10.89 %, BA : 3.79 %, IKIP / B2 : 10.18 %, and S1 : 3.18 %

Table 11
JUNIOR SECONDARY SCHOOL TEACHER QUALIFICATION
IN EAST JAVA 1990/1991

No.	Qualification	Number	%
1.	Senior High School	1.935	6.77
2.	Diploma I (D 1)	10,375	36.27
3.	Diploma II (D 2)	5,781	20.21
4.	Diploma III (D 3)	2,287	7.09
5.	IKIP Bachelor of Art B 1, SGPLB	3,114	10.89
6.	Other Bachelor of Art	1,083	3.79
7.	IKIP Graduate / B 2	3,113	10.18
8.	Other Graduate	911	3.18
9.	Post Graduate	4	0.01
	Total	28.600	100

Source : East Java Regional Office _MOEC

Rank Promotion by Credit Point System

Credit Point System for Teacher

Credit point system for teacher is based on the decree of the Ministry of Administrator Reform (MENPAN) No.26 /1989, May 2 nd 1989 and the implementation of it Organized by the Ministry of Education and Culture Departement and The Ministry of National Personnel Office No. 57686/PMK/1989 and No. 38/SE/1989, August 15th 1989. The main goal of applaying this system is to increase the quality of education through :

a. Stimulating the teachers to increase their proffesional skills and achievement .

b. Providing equal opportunity to all of the teachers on all of the level of education to increase their ranks and improve their salaries.

c. The Credit Point System in rank promotion for some situations was not suitable . Low credit point was rewarded for teachers who worked in remote area.

Table 12

Rank of Public Junior Secondary School Principles/Teachers in East Java 1990/1991

No.	Rank	Number	Percentage (%)
1.	Non permanent Teachers (G T T)	2,930	8.45
2.	II	19,323	67.57
3.	III	6,834	23.89
4.	IV	13	0.05
	Total	28,600	100.00

Source : East Java Regional Office of Education and Culture Departement

The description Junior Secondary Principals and teachers by rank : rank II = 76.57 %, rank III = 23.89 % , rank IV 0.05 %.

3. Curriculum Materials

Curriculum

(a) **The Primary School**

The primary school implements the resived curriculum 1975. To attain the aims above, it is developed through the following subject matters :

(1) Religious Education
(2) Moral Education
(3) History of National Struggle
(4) Indonesian Language
(5) Social Science
(6) Mathematics
(7) Natural Science
(8) Sports and Health
(9) Special Skill, and
(10) Ethnic Language

The revised 1975 curriculum is based on the achievement through " Cara Belajar Siswa Aktif " (Active Learning Method for Student ")

Student Active Learning System (C B S A)

Improving Quality in the Primary schools through
Active Learning and Professional Support

During the 1970 the Government of Indonesia set new directions for primary education. There was to desire the level of achievement of the children and to make learning more appropriate to their needs. At the same time, there was rapid increase in the numbers of schools, children and teachers for this level. The Government of Indonesia aimed at a quality of education that would enable children to develop their potencial in many ways. This education would contribute to both their self develpoment and to development of their society. Thus a new vision of primary school was conceived. Children would learn by working together on tasks. They would learn to conduct investigations and experiments to find answers solutions to problems set for them. And from these opportunities the children would gain in self confidence and self-reliance. The abilities the children developed would carry over into adult life. as adults in the twenty-first century they would then be better able to work cooperatively to find solutions and make decitions that would contribute to be development of Indonesia.

As well as introducing new ways of working in the classromms, the project adopted a new interpretation of supervision. Everyone-teacher, headteacher and supervisor was expected to help the teacher introduce activity methods. Teachers were encouraged to meet regulary in teachers groups to discuss problems and develop new ideas. These meetings provided teachers with support to bring about changes in the classroom.

By selecting learning activities

The ALPS projecten courages teachers to design tasks for the children which will help them learn. These tasks can be carried out by individuals, or by children working in pairs or in groups. The tasks require the children

- to think carefully
- to use the resources that are available in the classroom and
- to find solutions to the problems given them.

The children often mave about the classroom and outside if the work demands it.

Keeping children active on worthwhile tasks is a very important part of ALPS.

By reorganising classrooms

One aim of the ALPS project is to improve the way in which classroom are organised. For many activities the desks are placed in groups so that children can work together some of the time. This also allows them to move about when they needs to in order to do their work.

By using the walls and tables for displays the rooms become more interesting and stimulating places. The displays may be of work done by the teacher or the children. It may include things collected from outside such as olants and flowers, tins and stones, boxes and magazines and other things which are used in learning activities.

By providing for individual needs

The project encourages teachers to prepare work for groups of children. It also encourages teachers to take more care of individual children so that special help can given when needed to fast learners as well as children who need extra help. This requires care and attention by the teacher who must keep good records of progress.

By using the environment as a resource

Teachers and children use the local community and itas environment as a source for learning. Collecting information from the community about its activities has become the starting point for must work in schools.

By providing training for the teachers

The ALPS project includes training for teachers, headteachers, and supervisors. They learn together in specially prepared courses which introduce ideas about children's learning. The training is done in workshop situations in which all the participants gain direct experience. They plan and conduct lessons in ways that help children learn in an activity based manner.

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By working together in this way teachers, headteachers and supervisors can plan how to assist each other to implement ALPS in the schools.

By setting up teachers clubs and centres

In project areas teachers clubs are established to help teachers develop their professional skills. From 5 or 8 schools are grouped together and for each group a club is set up. Teachers meet regularly throughout the year

- to make teaching programs,
- to discuss classroom problems,
- to work out new ideas for teaching and,
- to exchange experiences.

In the subdistrict level a Teachers Centre is set up. This is also a resource for teachers. At the Teacher Centre

- the teachers, headteachers and supervisors hold meeting and attend courses.
- examples of work undertaken by teachers are displayed
- materials are available to the teachers for use in developing of learning aids and equipment.

By better support for teachers

An important aspect of the ALPS project is the new approach to supervision. It involves support to teachers from both the supervisor and the headtechers discussing with them ways to improve teaching and learning in the schools.

The headteacher is seen as an important source of professional guidance to teachers. As well as responsibility for school administration the headteacher is encouraged to spend an increased amount of time in the classrooms.

The headteacher works with the teachers and children to encourage interesting and stimulating learning situations.

By teachers helping each other

Teachers help each other through meetings at Teachers Clubs and and they also help each other in the school.

Teachers help each other by showing the children's work, by discussing with colleagues what they are planning to do and by solving commonproblems together. Through discussion and exchange of ideas the teachers develop new ways to organise learning and to find out how well the children are progressing. Teachers help each other in teaching tasks and by demonstrating lessons. They also visit each in their schools to learn from each other.

The main features of the Active Learning and Proffesional Support Project are :

. To provide the children with actives to assist their learning.

. To encourage cooperative learning in the classroom.

. To assist their learning and provide opportunities for problem - solving based on real observations.

. To use the environment as a resources for learning.

. To work cooperatively with the community in providing for the education of children.

- To provide appropriate training seminars of teachers, headteachers and supervisors.
- To provide for teachers to meet regularly to exchange ideas.
- To provide help and guidance for teachers through the resources of a Teachers Centre.
- To provide help and guidance for local authorities to plan for change in their primary schools.

(Resource : Active Learning and Proffesional Support, Ministry of Education and Culture, Office of Educational and Culture Research and Development Curriculum Development Centre, Jakarta, 1988 page 4 - 18).

A pilot project on CBSA teacher trainings in cooperation with the Institute of Education University of London has been established in 1988. Four foreign experts were sent to train the teachers from different places of Sidoarjo in CBSA replication centres schools. In exchange four Primary school teachers were sent to study abroad.

(b). **Junior Secondary School**

Junior Secondary School implement the 1975 curriculum which has been simplified and with the updated

To attain the aims above, it is developed through the following subject matters :

(1) General Education Program :

1. Religious Education

2. Moral Education
3. History of National Struggle
4. Sports
5. Arts

(2) Academic Program :

1. Indonesian Language
2. English Language
3. Ethnic Language
4. Natural Science
5. Social Science
6. Mathematics

(c). Open Junior Secondary School

Beside conventional SMP the government also conduct the Open SMP . The development of open SMP in the province is summarized in Table 13. The Open SMP was designed to help the SD/MI graduate whose parents not affort to have their children to continue their study in the conventional type of SMP. Instruction in the SMP is delivered through the use of self instructional is delivered through the use of self instructional etc, and written materials (modules) , audio (Cassettes, tape recorder, radio), visual (slide) and audio visual (T V) etc.

TABLE 13
THE DEVELOPMENT OF OPEN JUNIOR SECONDARY SCHOOL (S M P) IN EAST JAVA

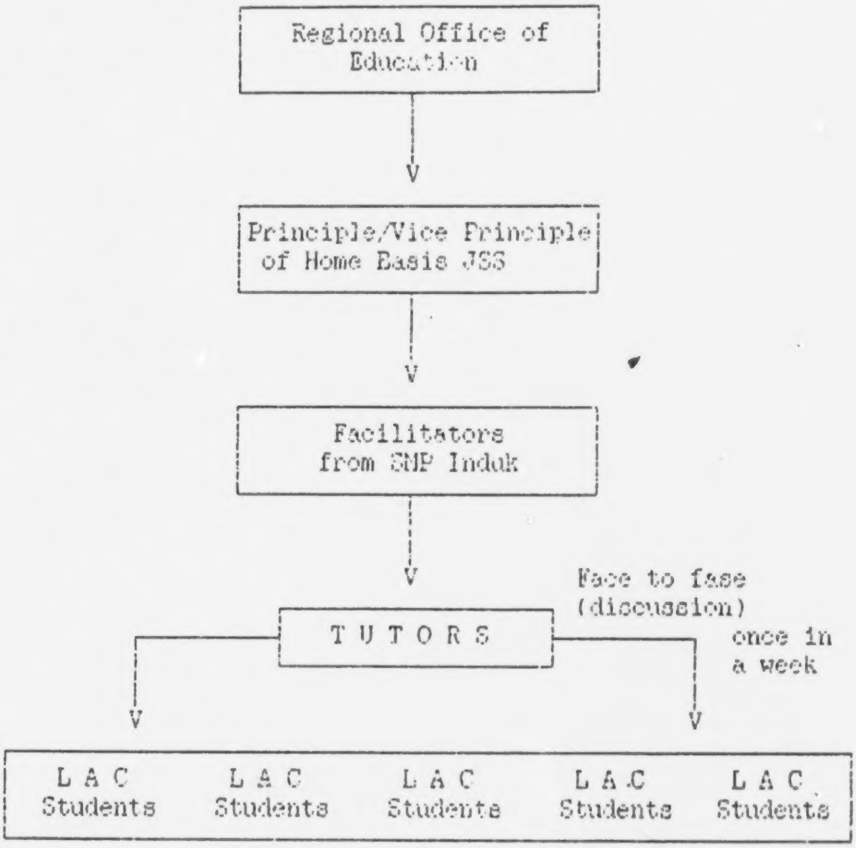
No	1980/81		1989/90		1990/91		1991/92	
	Unit	Location	Unit	Location	Unit	Location	Unit	Location
	1	Kalisat (Jember)	2	Surabaya Malang	10	Malang Sumenep Sampang Mojokerto Tuban Ponorogo Pacitan Lumajang Trenggalek Bondowoso	8 or 9	Kediri Probolinggo Blitar Madiun Ngawi Situbondo Banyuwangi Tulungagung Jombang

Source : East Java Regional Office of Education and Culture Development

Basically, the learning system is self-learning method. However , periodically students make meet once a week with their tutors (guru pembina). Student study by modul at home , in the field and somewhere else or study at the home base Junior Secondary School at the learning activity centre (LAC) under the guidance of tutors. Students are permitted to arrange their their own schedules and place of study.

The tutors are drawn from elementary school teacher or community leadres who live near the learning activity centre (LAC).

Figure : 6
The Organization of Open Junior Secondary School


Regional Office of Education
Principle/Vice Principle of Home Basis JSS
Facilitators from SMP Induk
Face to fase (discussion)
once in a week
TUTORS
L A C Students
L A C Students
L A C Students
L A C Students
L A C Students

*)
. L A C = Learning Activity Centres

The following table showed the trend and development of Pioneering Open SMP in Kalisat Jember from 1979 / 1990 - 1989 / 1990.

Table 14
Trend in Open SMP Enrollments
in Kalisat Jember 1981/1982 to 1989 / 1990

Component	81/82	82/83	83/84	84/85	85/86	86/87	87/88	88/89	98/90
Enrollments Student	544	546	468	428	372	332	240	227	392
Teacher & Staff	51	51	53	54	54	54	50	57	-
Graduate	140	163	155	120	99	127	94	59	

Source : Directorate General of Basic Education and Secondary

Based on the Table above, the number of students enrolled in Open SMP has steadily decreased from even though the number of staff have increased.

(d). Islamic School

Islamic School : Madrasah Ibtidaiyah (SD) and Madrasah Tsanawiyah (SMP).

The public Madrasah Ibtidaiyah and Madrasah Tsanawiyah are Islamic Primary and Junior Secondary School managed by MORA.

The 1990/1991 data about the number of schools and students can seen from the following data :

Table 15
Number of Public School MI and MTs 1990/1991
in East Java

Type of School	Number of School	Number of Student
	Public	
1. Islamic Primary School (M I)	41	10,296
2. Islamic Junior Secondary School (M Ts)	79	45,959

Source : Regional Office of Religion in East Java

Table 15 a

Number of New Student M I & MTs 1990/1991

No.	Type of School	Number of new student
		Public
1.	M I	3,887
2.	M Ts	22,595

Source : Regional Office of Religion in East Java

The curriculum of Islamic Primary School (Madrasah Ibtidaiyah), consists of : 30 % Islamic Education and 70 % general education and vocational skill.

1.- Qur'an & Hadits
- Aqidah & Moral
- Fiqih
- Islamic History
- Arabic language

2.- Pancasila Moral Education
- History and Moral Struggle (PSPB)
- Indonesian Language
- Mathematics
- Natural Science
- Sport and Health
- Art
- Special Skill
- Local language

The Curriculum of Junior Islamic Secondary School (M Ts) are devided into the 3 programs : General Basic Education, Academic Basic Education and skill development.

Each program has its own subject :

1. General Basic Education
   a. Qur'an & Hadits
   b. Aqidah & Attitude
   c. Fiqih
   d. Moral Education
   e. History and Moral Struggle
   f. Sport & Health
   g. Art

2. Academic Basic Education
    a. Islamic Culture and History
    b. Indonesian language
    c. Arabic Language
    d. English Language
    e. Local Language
    f. Sicial Science
    g. Mathematics
    h. Natural Science (Biology , Fisica)
3. Skill Education

(e). NON FORMAL EDUCATION

Literacy Learning Group

Literacy Learning Group is a program provided for the to enable illiterates to read and write, and to possess basic education as well as functional information so that they are able to generate new sources of income. As their seed capital, they are provided some money from learning fund. The basic strategy employed in Package A illiteracy eradication program is called the "Kejar" (group learning) chain reaction strategy. Each person who learns passes on their knowledge to another ten persons and so multiple literacy instead of merely adding it. The first set of materials for the Kejar Package A consisted of 100 booklets covering subjects of practical and national interest ranging from"Raising Rabbits" to 'Family Planning'. The purpose in using the materials is primarily to increase the learners occupational skills.

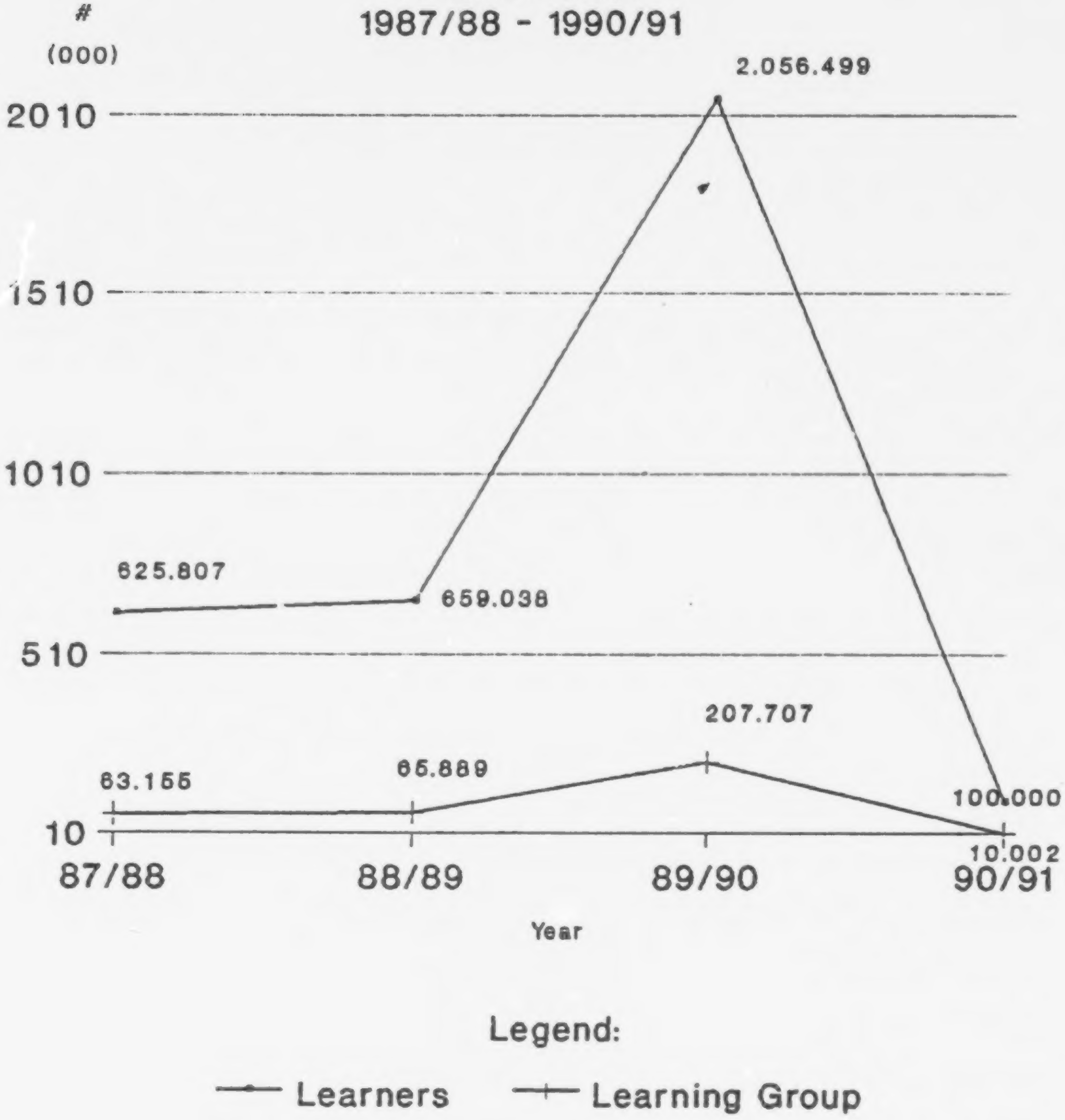
The continuation of "Kejar Package A" program is called "Kejar Package B " . In terms of educational level, this program is equal to SMP ; the main subjects to be mastered by the learners are similar to those of SMP but the learners also take practical courses to develop their occupational skills. The learning strategies employed here are self-study, learning group, and tutorial. The functional staffs of SKB (Learning Activity Centre) act as their tutors.

Kejar Package B program is controlled by Regional Office of Education (Non Formal Education Division). This program is supported by Pioneering Universal Basic Education Sub Project (Bagian Proyek Rinwajar, Pendidikan Dasar). It was started in 1990/1991 . East Java 16 SKB which are located in Surabaya and Pamekasan and 316 of participants.

Graph of Literacy Learning Group in East Java can be seen in Graph : 1

In the earlies improvement of the Package A program has good after a year. The amount of the student has increase, and then after two year the amount of the students was triple comparing from the first year, but in the third year, accidently was drop outs, decreasing from 2,056,499 to 100,000 students. According to the information, that the trainers in the first year give a high expectation or by force trick / discouraged ; another reason that the most of the students doesn't have the time because they have to work or to earn their living.

Graph 1: LITERACY LEARNING GROUP
(Kejar Paket A)
IN EAST JAVA
1987/88 - 1990/91



Source: Regional Office of MOEC.
Province of East Java.

4. Facilities and Equipment

The description of facilities and Equipment of public Junior Secobndary School in East Java 1990 /1991 showed : 869 schools had 12,174 classes, 9,000 classromms, 858 laboratory rooms and 649 libraries (see Table 16).

Table : 16
Facilities and Equipments of Public
Junior Secondary School in East Java
1990/1991

No.	Components	Number
1.	School	869
2.	Class	12,174
3.	Teacher	28,600
4.	Pupil	510,874
5.	Classroom	9,000
6.	Laboratory Room	858
7.	Library	649

Source : East Java Regional Office of Education and Culture Department

The plan in developing the new Junior Secondary School building, new classrooms and building rehabilitation showed in the Table 17. In 1991 /1992 43 new school buildings and 152 new classroms will be built but no plan for building rehabilitation.

Table : 17

The Development of New Secondary School Building, Class Room and Rehabilitation

No.	Year	New School Building	New Class Room	Building Rehabilitation
1.	1984/1985	85	411	18
2.	1985/1986	28	487	40
3.	1986/1987	-	34	-
4.	1987/1988	-	9	5
5.	1988/1989	9	260	25
6.	1989/1990	10	117	11
7.	1990/1991	51	197	18
8.	1991/1992	43	152	-

Source : East Java Regional Office of Education and Culture Department

Text Books

Textbook Need :

1. SD / M I

By the end of August 1990 there were 28.010 Primary School which consisted of 21.518 public SD, 817 private SD, and 6.584 MI. The total number of students were 4.865.954. There were 3.720.565 public SD students, 179.178 private SD students, and 966.261 M I students. The data about students and teachers of SD can be seen in following table :

Table : 17
Number of Primary School Institution, Student, Teacher and Class in East Java 1990

No.	Component	Public SD	Private SD	M I	Total
1.	Institution	21.518	817	6.584	28.919
2.	Class	135.856	5.901	40.942	182.708
3.	Teacher	163.563	6.813	57.508	227.884
4.	Student	3.163.161	179.178	966.261	4.865.954

Source : Dinas P & K of East Java Province

Dinas P & K of East Java Province is able to supply very small number textbooks for public SD . While the private SD, M I doesn´t recieved texts.

The average books that is supplied every year by MOHA Regional Development (Ditjen Bangda) are about 4000 - 5000 textbooks each title. Social science books forexample, for grade I : 4000 books, grade II : 4000 books, grade III : 4000 books and so on. The comparison between the number of textbooks, classes and schools are very unbalance. Moreover, if each class in public SD is given social science component textbook, grade I needs 21.518 books, so do the other books. While the ideal ratio between student and book is 2 : 1. Suppose each class consists of 40 students, it should be supplied 20 books.

East Java has the capacity to supply only about of the 5 % textbooks needed for public SD at a rate of 1 book for each class. That is why Dinas P & K could not supply textbooks for private SD and M I (Source : Dinas P & K East Java Province)

2. Junior Secondary School :

To make the percentage of the need of textbooks for Yunior Secondary School in East Java is very difficult because of last two reasons :

1. The system of distribution of textbooks for Yunior Secondary School does not use one way system (one door system)
2. Too many kinds of book if we compare with texbooks in SD, especially in vocational Yunior Secondary School

The Government, Central of Books, distribute texbooks to Junior Secondary School in East Java through 2 ways :

1. Through books Sub Division (Subbag. Perbukuan), Procurement Division of Regional Office of Education and Culture;
2. Directly to schools

   In this case, some of school do not report to Regional Office and District Office (Kandep Dikdud) so it can not be ditected accurately.

So far, the need of textbooks for Yunior Secondary School students in East Java is still difficult to make ratio between student and textbooks.

5. Evaluation and Supervision

Examination System

Student evaluations are carried out using the formative, subsummative.summative test and EBTA (Final Stage of Learning Evaluation). Formative test are given to students at the end of each main topic, to provide feed back to teacher and student on the mastery of specific instructional objectives. The results of the test are not included in the students records.

After completing several topics in a subject area, the students sit for a subsummative test. The result (Score) is used to determine the student´s quarter grades and semester grades. Summative test are administered to students at the end of each quarter or semester report period with the whole topics given during quarters or semesters according to the schedule adopted in the 1975 curriculum. Summative test results (score) are used to determine the final grade on the report.

Formative, subsumative or summative test are designed by the classroom teacher. The test may be an objective test or an essay test depending on the subject. At the end of the course of study,(cycle) students sit for the national examination EBTA consisted of EBTANAS (National Final Stage of Learning Evaluation) and non Ebtanas are held.

Ebtanas for SD students include PMP (moral education), Indonesian, Social science (IPS), Mathematic, and Natural science. Topic included in Ebtanas for SMP students are PMP, Indonesian, English, IPA (natural science), IPS (Social Science) and Mathematics while subjects included in non Ebtanas are Relegion , PSPB (History), Sports and Health, Art, vocational studies. Ebtanas items are constructed by the National Item costruction team of examination centre.

The test is set as an objective test, except for the test of written composition in Indonesian, while the non Ebtanas items are constructed by teachers related to the subject matters . The provision of Ebta in private schools is carried out by recognised and accredited private school.

The evaluations are based on the comprehensive and continuous assessment principles. The final score for non Ebtanas subjects in semester 5 and 6 is determines using the formula :

$$\frac{P + Q + 2R}{4}$$

and for subject of history score which is only tough in 6 semester using the formula

$$\frac{Q + 2R}{3}$$

P = Semester 5 score
Q = Semester 6 score
R = EBTA score

The score of Ebtanas subjects are achieved using formula

$$N = \frac{P + Q + nR}{2 + n}$$

n = coefficient

where n is a coefficient which can be changed according to the relative norms for example : in 1991 $n = 2$ for PMP and Indonesia 1.5 for Matematics. IPA, IPS and English and if necessary the Ebta score can be added with 1. Students may graduate and receive a certificate (STTB) if they have :

1. No score of 3 or less than 3

2. Average score for General, Academics, vocational subjects of not less than 6.

The conduction of Ebta/Ebtanas was supervised by one teacher from the school and one from other rayon/subrayon school. The EBTA answer sheets were corrected by teachers conducting the Ebta, while the Ebtanas answer sheets are computerised corrected except the Indonesian composition. Before Ebtanas were carried out all and 6 semester scores from the schools which conducts the test were collected to subrayon/rayon schools. After the scores are produced by computerised the Director Genera; of Middle Education after the original Ebtanas score, score P and Q to the schools which conduct the Ebta to analyze those scores according to the students achievement scores.

Students accomplishing those requirements pass the test and the certificate (STTB) were given to those students. The STTB were centrally printed, and the distribution were coordinated by Regional Office of Education and Culture Department.

6. Cost and Financing

In East Java, as else where in Indonesia, public education is a joint responsibility of government and the family. As Table 20 shows government (national and provincial) bears the major share of the costs related to building shools, providing and training personnel and developing and distributing texbooxs. Parents typically pay shool fees, purchase school uniforms, provide stationary and other required materials, and cover the cost of their children's transportation to and from school. School fees are typically used to provide extra incentives for staff and support other school initiative (e.g. purchase of library books, materials, and maintenance).

Table : 20

SOURCES OF PUBLIC SCHOOL FINANCING

	Government Source			Private Source		
	PDK	APBD I	APBD II	SPP/DPP	BP3	Other
A. Salaries:						
1. Teaching	x			x	x	
2. Non teach	x					
3. Remuneration				x	x	x
B. Texts	x					x
C. Materials	x	x		x	x	
D. Maintenance	x	x		x	x	
E. Up Grading	x	x	x	x	x	
F. Students						x
G. Supervision	x					

Source: IEES Vol 1, 1986.

CHAPTER III

ANALYSIS

The disccussion in this section draws on the data and description contained in the previous sections. The main purpose of this section is to summarize the analysis in terms of needs , plans, and constraints and in terms of the summary issues of external efficiency, internal efficiency, access and equity administration and supervision, and costs and financing.

A. NEEDS

The most basic need in the area of primary and junior secondary education is for the present educational system to continue to be responsive to the nation's emerging economic and social requirements by creating opportunities for all children to attain basic education .

The immediate needs in East Java is to increase rapidly the transition rate from SD to SMP.

Table 15 on education indicators showed that transition rate from 1988/1989 to 1989/1990 was 68.49 - 68.40 = 0.09 % and from 1989/1990 to 1990/1991 was 68.50 - 68.49 = 0.01 % increased . The negligible in transition rates indicate that the transition of East Java 1993 / 1994 of 85 % will be extrimely difficult to reach :

In order to improve the transition rate a number of effort must be carried out :

First, parrents, the 12 - 15 years old children should be morally and finacially supported by parrents to continue and finish their education at SMP . Parrents need to be made a ware that invesment in junior secondary schooling would get better opportunity to improve their knowledge / skill for further studies or a better quality citizen as a human resource who will easely adopt the fast growth of modernization in technology in various field including farming. Multidisciplinary approach should be carriedout to educate parrents and community of the children needs on basic education.

Secondly, the government should levy school fees to support the universal (compulsary) education policy at the Basic Education level.

Third, laws and regulations should be formulated that discorage marriage and child labour before age 15 to protect children's opportunities to attain basic education.

Fourth, to improve the quality of the schools, mastery teachers on learning and teaching methodology and in the subject matters field should be available in the municipalites and regencies. Fifth, the quality control by supervisors or administrators should be maintained regularly whether the schools were conducted by MOEC, MOR or private sectors.

The long term needs for the Primary and Secondary school education are upgrading teachers through training, Diploma 2 and 3 programs, Open University, etc. The opportunity for dedicated teachers to continue for further studies might be regarded as a reward to their effort in the classroom to the government, especially for them who have served in remote areas.

The needs for equal distribution of qualified teachers to different places in the municipalities and regencies would be improved.

Finally , there are major curricular issues that must be resolved. The present system of detailed instructional materials needs to be integrated and expanded to better support daily instructional programs and to assist the teacher in evaluation. remediation, and enrichment activities.

The curriculum of the junior secondary education should include local content to provide the practical skills appropriate to local and regional need for those students for whom the junior secondary school is the final, rather than preliminary, educational experience. At last, for religions schools the curriculum should be improved by including the general education 70 % besides religion 30 % to achieve the standard quality of the education.

B . PLANS

Major plans that exist relative to primary and junior secondary education are: the transition rate target, school construction, qualified teacher production , and curriculum review.

First , the transition rate of 85 % from Primary to Junior Secondary School at the end of Five Year Plan V in 1993 / 1994 will be very difficult to achieve. The contraints to realizing the target are : the coordinator of the universal basic education team has not fully coopereated with other institutions to support this program ; the decreasing number of students in open junior secondary school different region (e.g in Kalisat Jember, Malang) means that open junior secondary programs will not absorb a large percentage of primary graduate the parent voluntary support program for school children (progran O T A) has not been promoted or well publicized compaign . As a result it is unlikely to draw wealthy families, and other private investors.

Secondly, the plans for building new schools and classrooms are not based on detailed school mapping and the condicition of already existing schools (some schools) are overcrowed while other schools have only a few students .

Third, the plans for the teacher supply especially to remote areas are not supported by sufficient incentives and better welfare for the teachers. In addition the limited

capacity to train teachers in training centres and provide further studies in higher education (D 2, D 3 , University) might inhibit the teachers for improving teachers qualication.

Fourth, the implementation of the curriculum in different location has not been adequately studied. In particular the teaching learning process using student active learning system (C B S A) in Sidoarjo pilot project has not been evaluated, local content curriculum does not reflect local needs and environments.

Fifth . the factors assosiated with decreasing Ebtanas average scores in different subject matters has not been studied.

Finally, the plan to standardized the curriculum in Islamic Schools with the public schools curriculum has not been implemented.

C. CONSTRAINTS

The constraints on increased efficiency of primary and junior secondary education are as follows :

First , expansion of education will bring with it concomitant pressures on budget resources. Increasingly, primary and junior secondary education will have to compete with other social and economic priorities for government / East Java Provincial funds .

Secondly, if Primary School and Junior Secondary School Education are to comprise a basic education system , a number of managerial issues need to bee faced These include :

- the dual administration by MOEC and MOHA of Primary School, and the single administration conducted by MOEC of Junior Secondary School.

Third , differences related to the implementation of the curriculum need to be addressed . These include :

- the different examination schedules. At the two levels the Primary level a quarter system is used while at the Junior Secondary School a semester system used ,
- the different preparation of teachers, Generalised teachers and subject matter teachers, and

- different personnel status of teachers, teachers derived from MOEC, and MORA ;
- lack of fit between Primary and Junior Secondary School curriculum in certain subject areas. - different requirements for information established by MOEC, MORA, MOHA.

Fourth, since equity is a stated objective of educational system, the current wide variability in school resources must be address if efficiency is to be improve.

Some of the wealthiest public school have admission fees and developmental fees as well, which are oriented to specific project . All of this to be encouraged as positive cooperation between the public and private sectors but the result is an ever widening disparity between the most effective and the least effective delivery system at each of the two level (primary and junior secondary) schooling.

In school with strong BP3 fund finance the welfare of the School fees and BP 3 (parrent teacher association fees) discourage poor students from continuing their study. No fixed guidelines exist for the use of the BP 3 and other local fees to help use these funds more effectively. Fifth. the universal basic education program has not been fully communicated to agencies :

- Industries and manufacturer employ workers with Primary Education background more friquently than they do Junior Secondary School graduates . Frequently , there is no difference in the salary of primary and junior secondary graduates.

- Department of Labor Force doesn´t have regulations regulating child labour so there few disincentives to leave basic education study.
- MORA does not have egulations than encourage individuals to obtain junior secondary school certificate before marrying
- School regulations prohibit married students from continuing their study at school.

Sixth, there is a shortage of tranded teacher. This problem is compounded by the fact that there is no provision of over time pay for Public Secondary School Teacher. As a consequence it will be difficult to staff double sessions.

The aspiration of most schools to become single session schools, but in fact the national interest is served by a single school administration operating a double school session with different grades meeting in the morning and in the afternoon or other differentiation of programs should provide incentive for efficient utilization of facilities and staff.

Seventh, Inadequate knowledge of incentives for continuing in or leaving acts as a constraint on expansion school.

Few studies have been carried out on the public perception of Universal Basic Education and student continuation to Junior Secondary School.

Eigth, the lack of information on relative efficiency of the different types of Junior Seconary School, especially on the efficiency of Open Junior Secondary School in reaching remote areas.

Ninth, the shortage of trained personnel available in the regional / municipality education unit in East Java. in fact the primary cause of the management problems faced by MOEC. In addition to personnel , the management problem has its origin in the administrative system, the extreme centralization of responsibility, and the limits on the ability of administrators to delegate authority.

Finally, the rank promotion based on credit point system is difficult to implement especially in field of teacher proffesional development.

CHAPTER IV

ISSUES

A. EXTERNAL EFFICIENCY

1. Labor Force

Because of the lack of labor force surveys or school leaver tracer studies, little factual detail is available on the employment value of primary education or primary plus junior secondary level . To the extent that the curriculum promotes literacy and numeracy, it has direct economic value. However, there is emphasis on the practical skill (home economics, family trade, or agricultural pursuits) needed by those who do not complete the primary and junior secondary schooling.

It may be assumed that primary and junior secondary education greatest external efficiency exists in preparing the student for further education rather than for immediate employment. because the curriculum are not mainly stressed on the skills needed to apply for the job.

2. The Original Score of the National Examination in East Java

To have more information about the output of education system every year the average of original score of the National Examination of SD and SMP from 1986/1987 to 1989/1990 shown the Table 21 and Table 22 (Graph 2 and 3).

There are tendencies of decline average scores for SD Pancasila Moral Education (7.11 to 6.85), Indonesian (7.79 to 6.51), Mathematics (6.33 to 5.37), Natural Science (6.83 to 5.30), except for Social Sicience (5.35 to 5.35).

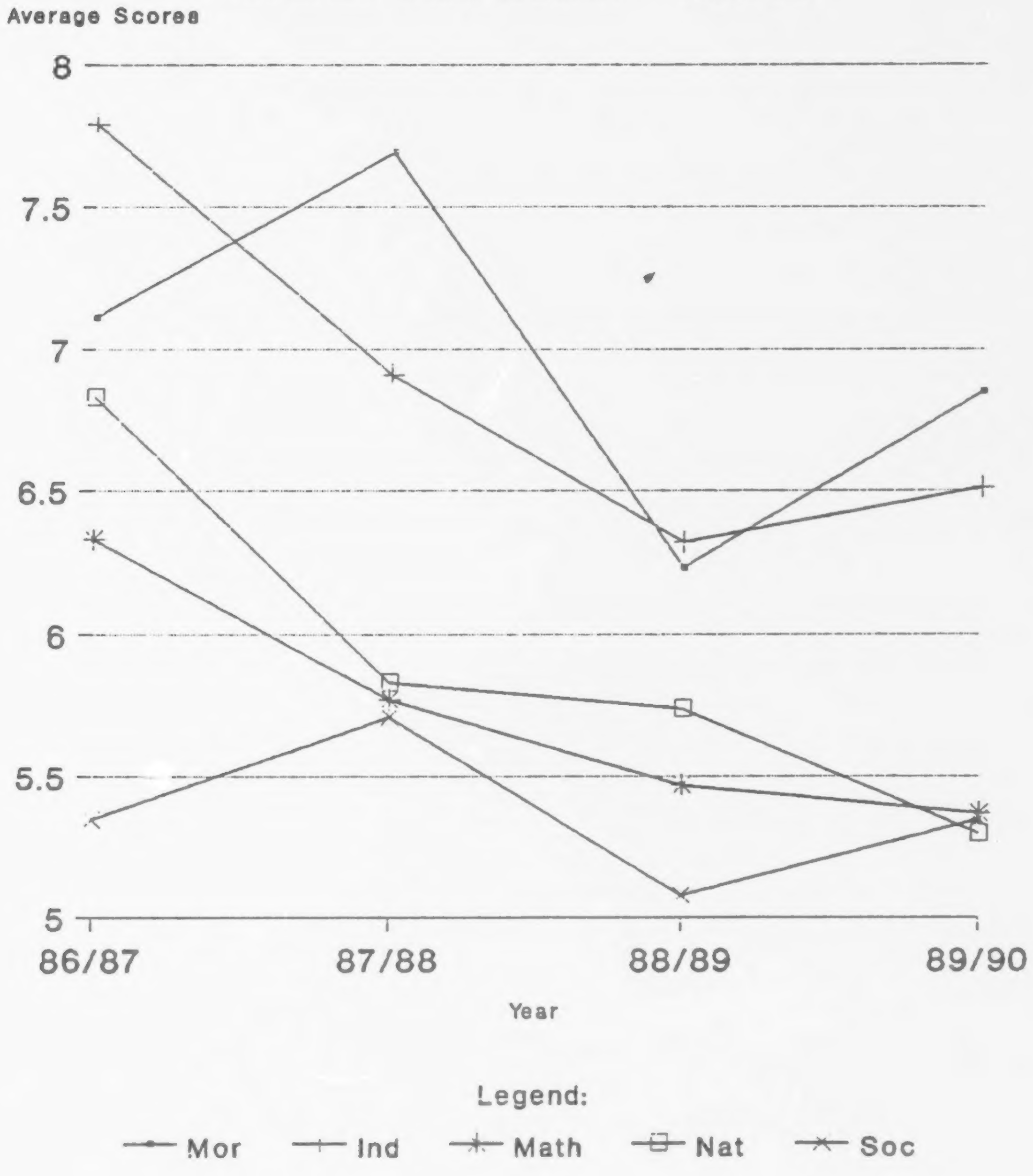
For SMP with the exception of Pancasila Moral Education (6.42 to 7.20) and Indonesian (6.45 to 6.36) other subjects scores has ten to decline.i.e. English (4.92 to 4.09), Mathematics (6.29 to 4.17), Natural Science (4.45 to 4.21), social science (5.25 to 4.71). Different average scores be due to different types uses.

Table : 21
THE IMPROVEMENT OF THE PROVINCE AVERAGE SCORE FOR PRIMARY SECONDARY SCHOOL

No. Subject Matter	The Average of National Exam			
	1986/87	1987/88	1988/89	1989/90
1. Pancasila Moral Ed.	7.11	7.69	6.23	6.85
2. Indonesian Language	7.79	6.91	6.32	6.51
3. Mathematics	6.33	5.77	5.47	5.37
4. Natural Science (IPA)	6.83	5.83	5.74	5.30
5. Social Science (IPS)	5.35	5.71	5.08	5.35

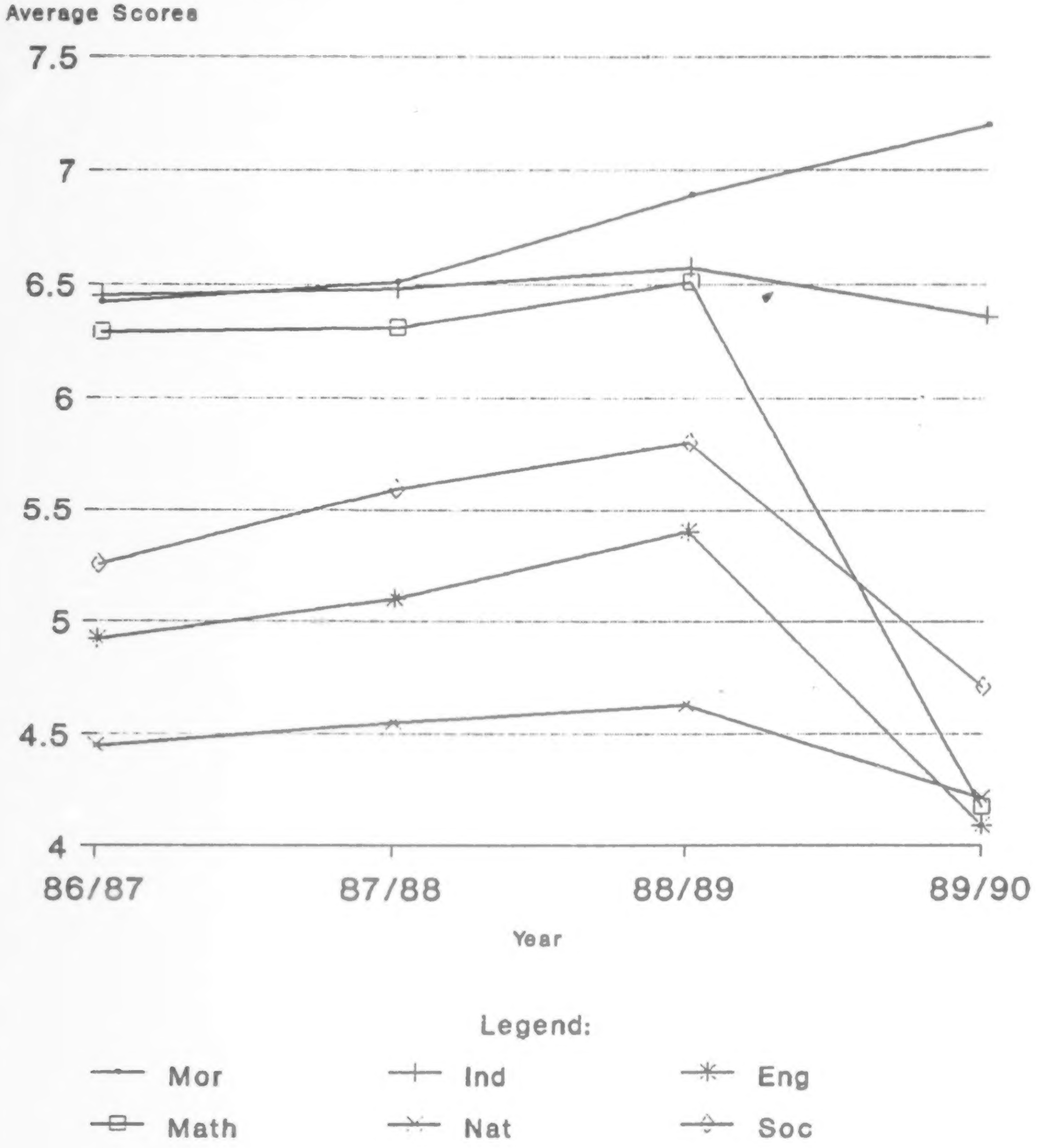
Source : East Java Regional Office of Education and Culture Department

Graph 2: NATIONAL EXAMS. FOR PRIMARY SCHOOLS IN EAST JAVA, 1986/87 - 1989/90



Source: Regional Office of MOEC,
Province of East Java.

Graph 3: NATIONAL EXAMS. FOR Jr.SECONDARY SCHOOLS IN EAST JAVA, 1986/87 - 1989/90



Source: Regional Office of MOEC, Province of East Java.

Table : 22
THE IMPROVEMENT OF THE PROVINCE AVERAGE SCORE
FOR JUNIOR SECONDARY SCHOOL

No. Subject Matter	The Average Score of National Exam			
	1986/87	1987/88	1988/89	1989/90
1. Pancasila Moral Ed.	6.42	6.51	6.89	7.20
2. Indonesian Language	6.45	6.48	6.57	6.36
3. English Language	4.92	5.10	5.40	4.09
4. Mathematics	6.29	6.31	6.51	4.17
5. Science (IPA)	4.45	4.55	4.63	4.21
6. Social Science (IPS)	5.25	5.59	5.80	4.71

Source : East Java Regional Office of Educational and Culture Department

There is a tendency of declining average score for SD on IPA and Mathematics for SMP on Mathematics, IPS and English Language. Different average scores may be due to different types of tests, students quality, or the difficult examination material index, or the teacher quality.

B. INTERNAL EFFICIENCY

1. Pioneering Universal Basic Education

To extend the opportunity for basic education, the Government in 1989 declared Law No. 2 about National Educational System which is followed by the Government Rule No. 28 1990 about basic education. Basic education consists of 6 year in elementary school and 3 years in junior secondary school. By the end of Five Year Development Plan (REPELITA IV) the participation rate of children age 7 - 12 in East Java was 96.6 % while the transition rate of elementary graduate of Yunior Secondary School was only 68.50 %. The transition rate target from SD to SLTP at the end of Current Five Year Plan is 85 %.

In East Java this would require an increase of 16.5%. In 1986/1987 the transition rate was 66.79%, 1987/1988 was 67.79%, 1988/1989 was 68.49 % and in 1990/1991 was 68.50 %. If the everage increase of the transition rate is around 1 % from now on, in 1993/1994 it will be only around 71.50 %.

In order to increase the transition rate more quickly the provincial government has planned to employ a number of strate- gies. These include building new schools (UGB), adding new classrooms to existing schools (RKB), where the population of students warrants such expantion establishing double shifts, extending the use of package B, create Islamic Junior Secondary School, establishing equal examination with SMP (UPERS) and traditional Islamic School (Pondok Pesantren).

2. Issue Related on Discontinuation study to Junior Secondary School

In East Java only 67.73 % students grduated from primary school continue their education to junior secondary school. Two studies on the discontinuation of primary school graduates to Junior Secondary School by IKIP Surabaya and IKIP Malang in cooperation with BAPPEDA were conducted to explore the reasons for the low continuation rates.

The studies showed both the parents and students point of views :

Parents with low socioeconomic status (incomes of

Rp.50,000.- per month or less) couldn't afford to send the children to school because of low income and the necessity of paying school fees. Most parents however hope that children may attain a higher level of education than they had. The parents were no Primary School graduates or less and some had no education.

Students who did not continue the study to the Junior Secondary School level on average have low achievement than those who continue. Only 16 % of Primary School graduates had an original national examination score (NEM) of 30 or more, most of the student had the score of 25 or less. As a result they felt incapable in succeding in Junior Secondary School and hoped they would be more successful looking for a job. However, only 6 % of the student thought they had no need to continue further education. In some cases such as remote areas there were geographical constraints.

3. Issues Related to Open Junior Secondary School

To expand opportunities for Junior Secondary Schooling in East Java, there are plans for estabilishing an open school in each region and municipality by the end of the fifth five year plan.

Field survey outside Surabaya identify a number of the obstacles to the success of open Junior Secondary Schools. These were:

a. Both students and Tutors were not ready yet in applying the principles of self directed learning using moduls that the study may last longer than the conventional Junior

Secondary School;

b. In some place (i.e. in Malang and Mandangin Island Sampang) the number of open Junior Secondary School students has declined because students are not motivated to follow the learning activity group ;

c. There is little or no transportation funds for Tutors and master teachers to visit the learning activity centers because it was not well planned in regional budget planning

d. No vocational skills tought in the open Junior Secondary School related to the local needs that the students can improve that pruductivity of the job they were doing in their villages like farming, husbandary, fishery and handycrafts;

e. Students in Open Junior Secondary School feel inferior to other students because uniforms and shoes are either required or provided.

4. Issues related to the Examination System

The national evaluation system that consists of objective tests given at the end of Primary and Junior Secondary schooling does not support the Governments emphasis on the use of active teaching/learning methodologies.

The multiple choice questions are constructed in such a way that the students are not asked to discuss ideas. the students choose the stated items. However it has the advantage that the time for correcting the test papers is not long.
To support the students active learning the essay test is more suitable. This test requires students to express their ideas

and reasoning so that bright students can be more accurately selected. Essay tests however require a large time allocation for corrections and the scoring may vary from one teacher to another. To insure reliability several examiners would have to read each students paper.

A compromise system of test which consists of partly objective and partly essay questions would provid a better assessment method without ...

The security of tests is important part for obvious reasons. Currently, test items constructed by teachers are sent to the test item team in the examination Centre in Jakarta.

Master tests are then printed by the provincial level then are distributed to various schools. Those are many apportunities for leakage during this process.

More attention should be given to guaranteeing the security of the tests. Penalties should be established to reduce the current incentives to leak test items prior to the examinations.

5. Issues Related to be the Scoring System

In some low quality schools scores are manipulated by increasing semester grades to compensate for low scores on the original national evaluation.

6. Issues related To CBSA

To perform CBSA factors which influences the smoothness of CBSA were :

a. The social economic level of the parrents to support the materials needed to accomplished the students taskes. Only mid and high social economic level of parrents could affort to buy the materials / reading materials.

b. The budget allocation of the schools in supplementing the laboratory equipments and others were higher than the traditional teaching methods.

c. The capability of teachers in implementing the CBSA were still limited. More time needed to prepare the lessons the total number of teachers were sufficient but the creative teachers in motivating the students to Active Learning were still limited.

7. Issues related to Islamic School (Madrasah)

The ratio between general education subjects to Islamic Religion subjects based on the Agreement of MOEC, MORA and MOHA should be 70 % : 30 %. But in practice the ratio varies from school to school. There is a tendency of some school a increase the Islamic Religion to 50 % without increasing the allocation of curriculum time. This leads to decreasing students exposure to general education subjects. as a curricular standard are not being met.

8. Issues Related to Curriculum Continuation

The constraints of the curriculum continuation from Primary to Junior Secondary School are :

a. The different statement of the instructional objective that denote the previous education in Primary School or Junior Seconadary School as a mean for continuing further education.

b. The materials/lessons taught to student are similar except for the English lesson is not provided in the Primary School.

c. The different approach of the teacher:
In Primary School class teacher except for religion and sport, while in the Junior Secondary School teacher of subject matter.

d. The different academic calendar
Quartal system in Primary School and semester system in Junior Secondary School.

e. Student Conseling
No students concelor available in Primary School.

C.ACCESS AND EQUITY

One of the East Java Provincial's marked successes in primary and junior secondary education has been the regionalization of primary and junior secondary schooling.

A substantial dissemination of schools among the regions and municipalities has occurred. While much remains to be done to promote access in more remote areas, a strong foundation has been established for regional equity.

Issues related to sex and region access and equity will be discussed :

1. Sex

a. Students

The access and equity of male to female students in junior secondary school in most places in East Java is not a serious problem. The ratio between the number of male to female students ratio is about 53 to 47 %. But in some regions like in Gresik, Pasuruan, Probolinggo, Pamekasan and Bangkalan the percentage is about 61 to 39 %, and the most serious problem is detected in Sampang and Sumenep because the percentages of male to female students ratio is about 65 to 35 %. In places where the percentage of the female students is lower than that of male students, parents show a reluctance to allow their daughters to continue their study to the junior secondary school level. One of the reasons is that the parents want their daughters to get married after the age of puberty, and deepen their knowledge of Islamic religion. Moreover, school regulation state that no married students are allowed to study at schools.

To overcome those problems on the one side, the parrents should postpone their daughters marriage until age 16 years old, as stated in the Government Marriage regulation , and on the other side the school regulation should be changed to allow married students to go to school.

b. Teachers

As Table 21 shows, the percentage male and female teachers is generally related to the place they work. More female teachers are available in towns than in remote areas. Some female teachers have married follow their husband to work in the same place in big cities.

2. Region

East Java consists of many districts that have their own special geographical problems related to transportation, especially Districs in mountainous areas. A few Districts have some small islands which are far away from the main towns. For example, Bawean Island is part of the Gresik District. Transportation to Bawean is available only once a week. Similar problem are faced by other islands: Mandangin island is a part of the Sampang district, and Kangean and Sapudi islands are part of Sumenep District.

The issue related to geographical location is that most teachers are not willing to be placed in the remote and mountainous area. Even though they are forced to teach in those areas initially they want to move as soon as possible to other areas that are more populated, easier to get to, and have better health environment, and entertainment facilities. Usually right after they work for 2 years and get their civil service status they want to move to a town or urban area.

a. Number of Junior Secondary School Enrollees 1990/1991

Table 25 showed that the enrollments were higher then those planed in the new student allocation in East Java, except in regencies of Bojonegoro, Probolinngo, Bondowoso, Situbondo, Sampang, Sumenep and Bangkalan.

b. Drop out and Repetition rate of Junior Secondary School Students per District in 1990 / 1991

Table 26 showed that the drop out rate varied from 0 - 4.9 % drop outs in Mojokerto municipality and Lumajang regency. Low percentage of drop outs were found in Surabaya municipality (0.16 %), in the regency of Mojokerto (0.79 %), and Pamekasan (0.96 %). Higher drop outs rate were found in the regencies of Sampang (4.90 %), Bondowoso (4.40 %)and Sumenep (4.32 %). The Table also showed that the highest number of drop outs were in the first grade.

Repeaters varied from 0.20 - 2.71 % . The lowest percentage of repeaters was found in the regency of Bojonegoro (0.20 %), and the highest in the municipality of Probolinggo (2.71 %). Boys tended to repeat a grade more frequently than did girls.

The highest percentage of repeaters was found in the second grade.

c. The Ratio between Students - Teachers 1990 / 1991

Table 27 showed that the student - teacher ratio in East Java varied from 13.31 to 1 , 20.45 to 1. The highest student - teacher ratio were found in Magetan (20.45 to 1), Mojokerto (20.19 % to 1) and Lamongan (20.11 to 1) .

d. Number of Junior Secondary school Administrative Staff by Status 1990 / 1991

Table 28 showed that the percentage of permanent civil officials are higher than the precentage of non permanent staff higher than 50 % except in the regencies of Sidoarjo (46.11 %) Mojokerto (41.94 %), Jombang(48.67%), Bojonegoro (38.24), Lamongan (40.14 %) , Ponorogo (49.80 %), Kediri (47.23 %), Blitar (46.06 %), Tulungagung (49.70 %), Malang (46.33 %), Probolinggo (49.47 %), Lumajang (49.25 %), Situbondo 44.65 %), Jember (45.94 %)and Banyuwangi (44.94 %).

Table: 23 Number of Public Junior Secondary Scholl Students
by Sex, Brades, and Districts in East Java

No	MUNICIPALITY/ REGENCY	NUMBER OF STUDENTS BY GRADE										
		I		II		III		TOTAL		TOTAL	% F	% F
		M	F	M	F	M	F	M	F	M + F		
	MUNICIPALITY											
01	SURABAYA	5712	5209	5653	5273	5520	4836	16885	15318	32203	52.43	47,57
02	MALANG	2297	2103	2272	2289	2094	2006	6663	6398	13061	51,01	48,99
03	MADIUN	1556	1497	1651	1760	1642	1634	4849	4891	9740	49.78	50.22
04	KEDIRI	1156	1093	1181	1152	1039	1046	3376	3291	3585	51,77	48,32
05	MOJOKERTO	669	670	637	531	550	528	1856	1729	3585	51,77	48,23
06	BLITAR	1248	1217	1129	1111	1128	1176	3505	3504	7009	50,01	46.85
07	PASURUAN	864	719	670	632	712	629	2246	1980	4226	53,15	46,85
08	PROBOLINGGO	806	663	684	555	682	518	2172	1736	3908	55,58	44,42
	REGENCCY											
09	GRESIK	2569	1712	2462	1607	2347	1605	7398	4924	12322	60,04	39,96
10	SIDOARJO	4491	3742	4146	3440	4150	3546	12787	10728	23515	54,38	45,62
11	MOJOKERTO	2652	1899	2434	1835	2360	1743	7446	5477	12923	57,62	42,38
12	JOMBANG	3609	2666	3180	2589	2987	2292	9776	7547	17323	56,43	43,57
13	BOJONEGORO	3183	2373	3016	2184	2921	2030	9120	6587	15707	58,06	41,94
14	TUBAN	2442	1832	2266	1718	2145	1707	6853	5257	12110	56.59	43,41
15	LAMONGAN	3794	2525	3096	2184	3038	1971	9928	6680	16608	59,78	40,22
16	MADIUN	2273	2134	2222	2123	2194	2097	6689	6354	13043	51,28	48,72
17	NGAWI	3270	2787	3157	2835	2907	2730	9334	8352	17686	52,78	47.22
18	MAGETAN	3891	3643	3563	3568	3534	3237	10988	10448	21436	51,26	48,74
19	PONOROGO	2565	2258	2460	2292	2523	2142	7548	6692	14240	53,01	46,99
20	PACITAN	1731	1602	1616	1584	1555	1464	4902	4650	9552	51,32	48,68
21	KEDIRI	4229	3724	4006	3605	3869	3276	12104	10605	2709	53.30	46.70
22	NGANJUK	4720	4245	4287	3982	4159	3820	13166	12047	25213	52,22	47,78
23	BLITAR	3005	2781	2945	2797	2715	2476	8665	8054	16719	51,83	49.17
24	TULUNGAGUNG	4277	3834	4073	3845	4006	3567	12356	11246	23602	52,35	47,65
25	TRENGGALEK	2159	1904	1987	1844	1872	1718	6018	5466	11484	52,40	47,60
26	MALANG	5278	4442	4734	4094	4520	3702	14532	12238	26770	54,28	45,72
27	PASURUAN	2364	1478	2232	1389	2085	1365	6681	4232	10913	61,22	38,78
28	PROBOLINGGO	1862	1105	1674	972	1634	995	5170	3072	8242	62,73	37,27
29	LUMAJANG	2377	1834	2126	1630	1869	1539	6372	5003	11375	56.02	43,98
30	BONDOWOSO	1573	1055	1343	1014	1464	908	4380	2977	7357	59,54	40.46
31	SITUBONDO	1821	1214	1584	1131	1479	1068	4884	3413	8297	58,86	41.14
32	JEMBER	4646	3600	4372	3319	4206	3130	13224	10049	23273	56,82	43,18
33	BANYUWANGI	3935	2824	3583	2706	3451	2341	10969	7871	18840	58,22	41,78
34	PAMEKASAN	1677	1026	1673	1143	1791	1168	5141	3337	8478	60,64	39.36
35	SAMPANG	970	484	943	484	829	495	2742	1463	4205	65,21	34,79
36	SUMENEP	1732	983	1705	864	1689	946	5126	2793	7919	61.90	38,10
37	BANGKALAN	1901	1072	1754	1120	1677	1090	5332	3282	8614	61.90	38,10
		99304	79943	92536	77201	89343	72541	281183	229691	510874	55,04	44.96

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Table: 24 Number of Male and female Junior Secondary School Teachers Per District. 1990/1991

No	District	Male	Female	Total	% of Male
	MUNICIPALITY				
01	SURABAYA	637	1067	1704	37.38
02	MALANG	250	456	706	35.41
03	MADIUN	253	306	559	45.26
04	KEDIRI	175	188	363	48.20
05	MOJOKERTO	102	93	195	52.30
06	BLITAR	190	255	445	42.69
07	PASURUAN	91	134	225	40.41
	REGENCCY				
09	GRESIK	345	336	681	50.66
10	SIDOARJO	577	731	1308	44.11
11	MOJOKERTO	344	296	640	53.75
12	JOMBANG	509	426	935	54.43
13	BOJONEGORO	519	280	799	64.95
14	TUBAN	441	243	684	64.47
15	LAMONGAN	515	311	826	62.34
16	MADIUN	446	303	749	59.54
17	NGAWI	596	360	956	62.34
18	MAGETAN	575	473	1048	54.86
19	PONOROGO	516	352	868	59.44
20	PACITAN	346	209	555	62.34
21	KEDIRI	726	522	1248	58.17
22	NGANJUK	763	541	1304	58.51
23	BLITAR	563	407	970	58.04
24	TULUNGAGUNG	569	546	1205	54.68
25	TRENGGALEK	400	238	638	62.69
26	MALANG	800	753	1553	51.51
27	PASURUAN	399	320	719	55.49
28	PROBOLINGGO	345	177	522	66.09
29	LUMAJANG	366	251	617	59.31
30	BONDOWOSO	322	191	513	62.76
31	SITUBONDO	330	152	482	68.46
32	JEMBER	874	517	1391	62.83
33	BANYUWANGI	621	316	937	66.27
34	PAMEKASAN	323	236	559	57.70
35	SAMPANG	189	115	304	62.57
36	SUMENEP	482	113	595	81.00
37	BANGKALAN	315	285	600	52.00
	Toyal	15992	12608	28600	55.92

Table 25 : Number of Yunior Secondary School Enrollees, 1990/1991

No	DISTRICT	Plan of New Students	Enrollees
	MUNICIPALITY		
01	SURABAYA	11011	30764
02	MALANG	4392	9027
03	MADIUN	3058	5462
04	KEDIRI	2191	4847
05	MOJOKERTO	1337	2416
06	BLITAR	2543	4017
07	PASURUAN	1580	2249
08	PROBOLINGGO	1475	2199
	REGENCCY		
09	GRESIK	4683	5783
10	SIDOARJO	8301	14025
11	MOJOKERTO	4528	5534
12	JOMBANG	6471	8893
13	BOJONEGORO	6300	6011
14	TUBAN	4739	5572
15	LAMONGAN	6691	7855
16	MADIUN	4450	6136
17	NGAWI	6516	7659
18	MAGETAN	7631	10221
19	PONOROGO	5074	6617
20	PACITAN	3523	3769
21	KEDIRI	7916	10752
22	NGANJUK	9332	10697
23	BLITAR	5857	7738
24	TULUNGAGUNG	8090	10593
25	TRENGGALEK	4048	4640
26	MALANG	10085	13163
27	PASURUAN	4467	4785
28	PROBOLINGGO	3886	2990
29	LUMAJANG	4448	5255
30	BONDOWOSO	4045	3964
31	SITUBONDO	3622	3075
32	JEMBER	9325	11126
33	BANYUWANGI	7113	8604
34	PAMEKASAN	3135	3281
35	SAMPANG	1921	1798
36	SUMENEP	4044	2807
37	BANGKALAN	3546	2993
	TOTAL	191374	257297

Table 26 : DROPOUT AND REPETITION RATE OF JUNIOR SECONDARY SCHOOL STUDENTS
PER DISTRICT IN 1990/1991

No	District	Number of Student	Number of D.O. by grade				D.O. % per District	Number of repester by grade								Total Repesters M + F	M + F %
			I	II	III	Total		I		II		III		Total			
								M	F	M	F	M	F	M	F		
	MUNICIPALITY																
01	SURABAYA	32203	29	18	5	52	0.16	61	23	38	20	9	6	108	79	157	0.49
02	MALANG	13061	46	24	8	78	0.60	61	11	55	16	4	3	120	30	150	1.15
03	MADIUN	9740	12	18	11	41	0.42	32	17	19	7	15	13	66	37	103	1.06
04	KEDIRI	6667	11	6	3	20	0.30	18	5	28	8	1	1	47	14	61	0.91
05	MOJOKERTO	3585				0	0.00	7	5	6	3			13	8	21	0.59
06	BLITAR	7009	77	55	27	159	2.27	18	4	14	5	8	5	40	14	54	0.77
07	PASURUAN	4226	10		2	12	0.28	17	8	19	2	6		42	10	52	1.23
08	PROBOLINGGO	3908	13	55	11	79	2.02	35	7	34	13	12	5	81	25	106	2.71
	REGENCCY																
09	GRESIK	12322	104	88	11	203	1.65	7	3	10	2	2		19	5	24	0.19
10	SIDOARJO	23515	90	68	14	172	0.73	38	13	40	9	6	1	84	23	107	0.46
11	MOJOKERTO	12923	32	66	27	125	0.97	29	7	25	2	5	2	59	11	70	0.54
12	JOMBANG	17323	130	76	29	235	1.36	13	4	34	7	1	1	48	12	60	0.35
13	BOJONEGORO	15707	50	86	38	174	1.11	14	4	6	5	2	1	22	10	32	0.20
14	TUBAN	12110	117	70	49	236	1.95	8	2	20	5	3		31	7	38	0.31
15	LAMONGAN	16608	230	147	36	413	2.49	19	5	21	7	4	3	44	15	59	0.36
16	MADIUN	13043	93	51	29	173	1.33	19	10	12	3	5	5	36	18	54	0.41
17	NGAWI	17686	145	176	62	383	2.17	18	11	37	14	19	16	74	41	115	0.65
18	MAGETAN	21436	169	157	151	471	2.20	16	17	14	12	12	13	42	42	84	0.39
19	PONOROGO	14240	157	110	29	296	2.09	11	5	18	4	13	11	42	20	62	0.44
20	PACITAN	9552	178	102	33	313	3.28	3		5	6	14	5	22	11	33	0.35
21	KEDIRI	22709	155	109	42	306	1.35	23	14	21	9	5	6	49	29	78	0.34
22	NGANJUK	25213	242	152	58	452	1.79	24	17	27	12	8	6	59	35	94	0.37
23	BLITAR	16719	311	171	53	535	3.20	30	13	22	17	21	3	73	33	106	0.63
24	TULUNGAGUNG	23602	213	117	50	380	1.61	18	3	21	2	11	3	50	8	58	0.25
25	TRENGGALEK	11484	105	75	27	207	1.80	10	5	16	5	10	2	36	12	48	0.42
26	MALANG	26770	351	257	74	682	2.55	76	31	71	28	9	1	156	60	216	0.81
27	PASURUAN	10913	159	89	39	287	2.63	23	8	34	2	7	5	64	15	79	0.72
28	PROBOLINGGO	8242	82		10	92	1.12	34	8	36	9	37	9	107	26	133	1.61
29	LUMAJANG	11375				0	0.00	20	11	51	14	4	1	75	26	101	0.89
30	BONDOWOSO	7357	166	106	52	324	4.40	19	8	25	8	15	6	59	22	81	1.10
31	SITUBONDO	8297	62	36	40	138	1.66	47	8	46	8	6		99	16	115	1.39
32	JEMBER	23279	226	144	46	416	1.79	42	25	50	23	21	7	113	55	168	0.72
33	BANYUWANGI	18840	214	165	57	436	2.31	24	11	54	7	17	6	95	24	119	0.63
34	PAMEKASAN	8478	26	37	18	81	0.96	24	6	22	10	8	2	54	18	72	0.85
35	SAMPANG	4205	104	74	28	206	4.90	9	2	20	2	7	3	36	7	48	1.02
36	SUMENEP	7919	163	115	57	335	4.23	17	6	19	2	6	1	42	9	51	0.64
37	BANGKALAN	8614	165	114	40	319	3.70	35	4	35	10	8	2	78	16	94	1.09
	TOTAL	510874	4431	3134	1266	8831		919	341	1025	318	341	154	2285	813	3098	

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Table 27 : THE RATIO BETWEEN STUDENTS - TEACHERS
1990/1991

No	DISTRICT	Public Junior Secondary School	Number of Teachers	Number of Students	Ratio Between Students - Teachers
	MUNICIPALITY				
01	SURABAYA	33	1704	32203	18.90
02	MALANG	15	706	13061	18.50
03	MADIUN	11	559	9740	17.42
04	KEDIRI	7	363	6667	18.37
05	MOJOKERTO	6	195	3585	18.38
06	BLITAR	10	445	7009	15.75
07	PASURUAN	8	225	4226	18.78
08	PROBOLINGGO	8	197	3908	19.84
	REGENCCY				
09	GRESIK	23	681	12322	18.05
10	SIDOARJO	33	1308	23518	17.98
11	MOJOKERTO	20	640	12923	20.19
12	JOMBANG	30	935	17323	18.53
13	BOJONEGORO	26	799	15707	19.66
14	TUBAN	24	684	12110	17.70
15	LAMONGAN	28	826	16608	20.11
16	MADIUN	21	749	13043	17.41
17	NGAWI	29	956	17686	18.50
18	MAGETAN	30	1048	21436	20.45
19	PONOROGO	29	868	14240	16.41
20	PACITAN	18	555	9552	17.21
21	KEDIRI	30	1248	22709	18.20
22	NGANJUK	32	1304	25213	19.34
23	BLITAR	25	970	16719	17.24
24	TULUNGAGUNG	26	1205	23602	19.59
25	TRENGGALEK	16	638	11484	18.00
26	MALANG	44	1553	26770	17.24
27	PASURUAN	27	719	10913	15.18
28	PROBOLINGGO	26	522	8242	15.79
29	LUMAJANG	24	617	11375	18.44
30	BONDOWOSO	25	513	7357	14.34
31	SITUBONDO	24	482	8297	17.21
32	JEMBER	48	1391	23279	16.73
33	BANYUWANGI	29	937	18840	20.11
34	PAMEKASAN	17	559	8478	15.17
35	SAMPANG	16	304	4205	13.83
36	SUMENEP	28	595	7919	13.31
37	BANGKALAN	24	600	8614	14.36
	TOTAL	870	28600	510874	

Table 28 : NUMBER OF YUNIOR SECONDARY SCHOOL ADMINISTRATIVE STAFF BY STATUS, 1990/1991

No	DISTRICT	Permanent civil official	Non permanent staff	Total	% of PCO
	MUNICIPALITY				
01	SURABAYA	179	159	338	52.95
02	MALANG	77	75	152	50.65
03	MADIUN	83	65	148	56.08
04	KEDIRI	48	44	92	52.17
05	MOJOKERTO	51	30	82	62.96
06	BLITAR	67	39	106	63.20
07	PASURUAN	43	28	71	60.56
08	PROBOLINGGO	39	32	71	54.93
	REGENCCY				
09	GRESIK	102	78	180	56.67
10	SIDOARJO	148	173	321	46.11
11	MOJOKERTO	100	108	208	41.94
12	JOMBANG	117	162	279	48.07
13	BOJONEGORO	117	189	306	38.24
14	TUBAN	131	108	239	54.81
15	LAMONGAN	116	173	289	40.14
16	MADIUN	132	106	238	55.46
17	NGAWI	171	122	293	58.36
18	MAGETAN	193	167	360	53.61
19	PONOROGO	125	126	251	49.80
20	PACITAN	117	60	177	66.10
21	KEDIRI	162	181	343	47.23
22	NGANJUK	198	173	371	53.36
23	BLITAR	123	144	267	46.06
24	TULUNGAGUNG	166	168	334	49.70
25	TRENGGALEK	119	54	173	68.78
26	MALANG	177	205	382	46.33
27	PASURUAN	114	110	224	50.89
28	PROBOLINGGO	94	96	190	49.47
29	LUMAJANG	98	101	199	49.25
30	BONDOWOSO	99	85	184	53.80
31	SITUBONDO	96	119	215	44.65
32	JEMBER	187	220	407	45.94
33	BANYUWANGI	142	174	316	44.94
34	PAMEKASAN	146	42	188	77.65
35	SAMPANG	91	68	159	57.23
36	SUMENEP	139	126	265	52.45
37	BANGKALAN	128	102	230	55.65
	TOTAL	4435	4212	8647	51.29

D. ADMINISTRATION AND SUPERVISION

1. Issues in Education Administration

In number of important respects, the structure of education administration and the process of interaction among the various parts of that structure have a major bearing on the quality and the composition of education programs. A number of issues arise from the administrative structure and practices or the MOEC itself. Others arise from the shared responsibility (between MOEC and MOHA) for provision of public primary education. The rest of this section summarizes these two groups of issues.

Fragmentation within the MOEC

The most serious of the issues arising from the administration structure and practises of the MOEC is the lack of a unifiying strategic perspective across the various programs of the Ministry. An area which is particularly affected is budget planning for MOEC programs. The process of consultation and review of MOEC budget proposals refereed to above (para.1.8)is, by nature, complex and time consuming. But it is unnecessarily encumbered by the resolutely vertical orientation of units of the MOEC. As is true of most ministries, there is strong tendency for individual units the Directorates General and Balitbang Dikbud to work idependently of other units of the Ministry, including the Secretariat General. In principle, the Secretariat General and Balitbang Dikbud should provide a unifying perspective across the various program of the Ministry the Secretariat dealing with immediate issues such as annual budget planning and associated staffing needs, and

Balitbang Dikbud dealing with longer term issues such as planning for educational innovation. But in practice there is not close cooperation among the Directorate General, the Secretariat General, and Balitbang Dikbud . There is , instead, a ttendency for these units to act in isolation for example, in data collection efforts.

This tendency is reinforced by hierarchical administrative procedures which discourage horizontal communication among technical staff of different units. The resulting lack of coorporation among the major units of the MOEC means that there is not within the Ministry a capability to objectvely set and defend priorities for programs and associated budgetary requirements across rthe range of the Ministry´s responsibilities. (By default, BAPPENAS has attempted to perform this role, but BAPPENAS lacks the rersources and the information to perform it effectively). More generally, there is not an effective mechanism for reconciling the concerns of the various units within the Ministry, or for designing cooperative solutions to questions such as the current question of how to restructure teacher training which involve several parts of Ministry. The prospect that the Minister himself could perform this role is compromised by the fact that he does not appoint his own Echelon I managers : the Directors General and the Secretary General are appointed by the President.

Another consequence is incompatibility of pedagogical actions which should complement each other. A commonly cited example of this disarticulation is the complaint from secondary education authorities that the Directorate General og Higher Education's IKIP program for secondary teacher training do not adequately prepare teachers for the conditions they face in teaching. At the same time, higher education authorities frequently complain that secondary education does not equip incoming university students which the skills required by the university curricula. Another example is the difficulty of Balitbang Dikbud's developing educational innovations which offer good prospects of generalization as long as R and D functions are not structurally coordinated with operations under the Directorates General. A specific example concerns the role of the National Examinations Center, currently administered by Balitbang. The Center could and should play a key role in developing examinations appropriate to the curriculum and teacher competencies, in developing diagnostic testing, and in analizing examination results to identify; problem area in student comprehension as a guide to improving teaching programs. The Center has failed to do so largely as a result of its isolation from the operational directorates which actually deliver education and administrative examinations.

Yet another consequence of the insularity of MOEC programs is operational inefficiency seen, for example. in the duplicate systems for collection and reporting of data on schools and enrollments. These have led to wasted resources. conflicting data series within the Ministry, and confusion, and frustrat on the part of data providers and users.

Dual Administration of Primary Education

The dual administration of primary education by MOEC and MOHA is a practical consequence of the decision, made in 1951, to decentralize responsibility for provision of primary education to regional governments. Several features of that decentralization should be noted :

(a). It is not, nor should it be, decentralization in the full sense of granting regional governments complete liberty to determine the content and coverage of education programs . The appropriate roles of central government in providing education have been discussed extensively in the theoretical literature , as well as in the political arena. It is widely accepted that even when local governments are more efficient than central government in actual provision of education, there remains an important role for central government in ensuring equity of access to education. Central government inputs are also necessary to ensure equity and the provision of appropriate service levels of educations: as for any public good, locally expressed demand for education will tend to provide less than the socially optimal level of service delivery . There is also an important role for central government in determining the core contens and maintaining the equity of education programs.

(b) Involvement of regional governments and the MOHA was essential during the period of rapid system expansion, but is no longer necessary now that the primary school in frastructure is virtually complete. Because it possesses its own well developed regional infrastructure, the MOEC could now implement primary education without recourse to regional government infrastructure.

(c) Dual administration in practice provides neither the theoretical efficiency advantages of central government control describes the Central Government controls the flow of operational subsidies in primary schools, but these do not compensate for the large differences in school quality which result from supplementary school financing by communities.

(d) Although dual administration of primary education has contributed no problems of education quality those problems are not intrinsic to decentralization itself. Instead , they result from the non cooperative manner in which dual administration of primary education has been carried out. These practices on the part of the MOEC and MOHA are a langer manifestation of the same bureucratic culture which impedes cooperation within the MOEC.

As practiced , dual administration of primary education has several negative effects on the quality of primary education ; friction over authority and resources is widespread at district levels. MOEC officials express frustration that local government authorities act independently of their profesional advice. This issue particularly affects school quality when schools remain without maintenance, when school funds and classroom materials are not supplied and when the MOEC has no real influence over teacher appointments, transfers and promotions. Where there is negligence or incompetence at the local level, accoutability is hard to pin down from the provincial or national levels, sanctions are few and disputes are difficult to resolve. The lack of simplicity, clarity and predictability in the managerial environment of the schools due to divided administration is long standing problem, well recognized and, unfortunately, widely viewed as intractable, even among senior government officials. An ordinance issued in 1988 was the latest in a number of attempts over the years to clarify the division of powers between local governments and tecnical agencies such as the MOEC. Of particular significance for quality improvement is the statement that, the head of a regional office follows the technical implementation guidance formulated by the head of the appropriate vertical agency in this case of primary education because it puts the onus for coordination on the vertical agency wthout stating reciprocal obligations of regional governments to act on their technical advice.

Dual administration of primary education has hampered the provision of adequate teaching inputs to schools. The following points summarize the principal means by which dual administration, as currently practiced, degrades the quality of primary education :

(a) For budgetary purposes, primary education is seriously neglected under the current arrangemnt of shared responsibility between MOEC and MOHA for primary education. Additional recurrent budget resources are a prerequisite for any meaningful improvement of primary education yet it is not within the scope of either ministry to seek the resources which are urgently needed to improve the quality of primary education : because the MOHA is responsible for financial provisions to primary schoolings , the MOEC has not felt it appropriate to make the case for additional resources because it is not responsible for school resources, even though it is aware of the needs. At the same time, the MOHA has not been motivated to claim additional resources because it is not responsible for educational quality. BAPPENAS tried last year to provide additional resources for basic educational inputs but its efforts have been frustrated by local governments, which have tended to set their own priorties for use of the funds.

(b) Improved career development prospects for primary school teachers are needed in order to indice improved teaching performance , but dual administration of primary schoolling severely limits the potencial for such career development either through promotion to secondary teaching or other pedagogical function : (which are the MOEC's responsibility of regional governments, and which are limited to assignments within the same province). A particular problem is that the MOEC is responsible for evaluation of primary teachers performance, but regional governments (under the MOHA) often make promotion decisions for primary school teachers independently of MOEC's performance evaluation.

(c) There often a mismatch between what is needed in primary school classrooms and what is provided by the dinas. Government subsidies for recurrent needs of primary schools are provided either in cash or in kind. When the dinas provide goods in kind such as texbooks or teachings manuals, the goods provided are often not requested by schools and often do not correspond to schools needs. Texbooks , forexample , have been provided to some primary schools by the dinas (and their cost deducted from the schools recurrent subsidy) but not requested curriculum . Principals of schools frequently report that they do not understand why deductions are made from their recurrent budget subsidies.

(d) Dual administration involves inefficiencies of various kinds which could otherwise be used to meet urgent needs for teaching materials and support to teachers in deprived schools . On form of such inefficiency is redundancy of staff in many dinas. In most provinces and kabupatens, dinas education offices acquired large staffs to implement the accelerated program of primary school construction during the decade beginning in 1974. Now that the accelerated program of primary school construction is essentially completed, there is redundant staffing in many of the dinas education offices. Another form of inefficiency is the practice, common in urban areas, of dividing large primary schools into five or six distinct schools of the same size, but with separate budgets, principals, and teaching staff. The practice in inefficient because it fails to capture natural ecanomies of school scale.

(e) Finally, dual administration is problematic for the needed coordination of policy, planning and operation of of the Governments new 6 plus 3 year cycle of basic education. In particular, continued separation of responsibilities for primary schooling would very much complicate the work of harmonizing teacher and development.

2. Supervisor

Problems related to school supervision are :

1. The quality of the supervisors varies which lead to varies quality of the supervision task conduction. These are due to different educational background, experience, and the in availibility of the training system for the supervisor candidate, and the selection system for the new supervisor.
2. The supervisor status in organization structure is ambigues. The supervisors are responsible to the Head Regional Office but in the task conduction they are responsible to related had of department . It is difficult for the Head Regional Office to supervise a total amount of supervisors and so for the Head of Department to coordinate the supervisors.
3. The limited facilities to support the activities of the supervisor. this may cause the in adequat frequency of monitoring, guidance, and evaluation. The negative impact in adequat facilities in carrying the supervisor task give

the financial burden to the school that they may lesson the supervisors dignity.

4. The supervision instrument (class visit) in general has not been standardized spreadly. School principle has direct authority to supervise the school. In carrying the task there is a geographical constraint for instance remote area and transportation. Negative community view against job.

3. Issues Related to Rank Promotion by Credit Point

There are a number of important issues related to the new credit point system for teacher promotion.

a. Teachers receive credits for activities that may take away from their preparation for class or their use of class time for instruction;

b. Same of the activities rewarded e.g. writing and publishing are inappropriate for primary and secondary school teachers who after all do not have even D II qualification.

4. Issues Related to Supervision

Various problems related to school supervisin are :

a. The different quality of the school supervisors might lead to different quality in carring out the supervision task. These are caused different education bacgrounds, experiences and the inavailability supervisor candidat training system.

b. Selection of supervisor candidat has not been standardized yet. The promotion of the supervisor candidat has not been developed.

c. The supervisor status in organization structure is ambiguous. The large number of supervisors can not be controled directly by the Head of Regional Office and the coordination under the Head of Related Department is difficult to implement.

d. The limited facilities do not support the supervisor job activities : frequency of visit, monitoring, guidance and evaluation. Negative impact of the limited facilities burdan the schools that lower the dignity of the supervisors .

e. In general, supervision instrument has not been standardized yet.

f. The school principles has the direct authority of the supervision.

g. In carrying of the task gographical contraint: transportation, to remote areas and the negative views from the community are felt.

5. Issues Related Cost and Financing

In East Java, as elsewhere in Indonesia, education is a joint responsibility of government, community, and the family. Government (national and provincial) bears the major share of the costs related to building schools, providing and training personnel, and developing and distributing textbooks. Parents typically pay school fees, purchase school uniforms, provide stationary and other required materials, and bear the cost of their children's transportation to and from school.

The absence of adequate accounting systems to date at either the national or provincial levels makes cost analysis extremely difficult. In 1985, it was estimated that the per student cost of public primary school averaged between Rp. 63,455 in Jakarta and Rp. 87,702 elsewhere in Java. Roughly, 80 and 85 percent of these expenditures, respectively, were borne by government (IEES, 1986). These estimates, however, conceal the wide variation in expenditures within and among provinces. Data on the costs of public and/or private junior secondary are even less accessible. The total annual cost per public junior secondary student has been estimated at Rp 107,300, with the government contribution averaging roughly 72 percent. Data from East Java suggest that parental contributions are, in fact, much greater than those used in the IEES estimates and that families with incomes of Rp 50,000 per month or less are unlikely to be able to afford the cost of SMP (BAPPEDA, Jawa Timur, 1990).

Again these estimates reveal little about the variations within and among schools and districts. To the extent that the unit and cycle cost of schooling can be used as a reliable indicator of efficiency and equity, the absence of such information imposes serious constraints on planners. At the present time, national and provincial planners cannot attempt to correct equity problems because they are unable to identify differences in the local ability to contribute to schooling or the differential ability of provinces to support national initiatives.

The absence of cost data also seriously constrains efficiency analysis. It is simply not possible to tell at this time whether or not individual schools or district systems are producing the desired results at the least cost. It is important to remember that effective schools are not always efficient. They may waste resources. This type of wastage is, in fact, indicated by the oversupply of teachers to some schools. At the same time, it is not possible to tell why the least productive schools (in terms of examination results) do not produce the desired outcomes. They may, in fact, have too few resources relative to their need to meet provincial and national goals.

The absence of cost information is particularly important given the mandate to rapidly expand junior secondary education. If such expansion is to take place without seriously reducing quality or excerbating existing inequities, an accounting system that permits a full range of efficiency and equity analysis needs to be established.

6. Issues Related to the Rank Promotion Related to Credit Points

The teacher rank promotion based on the credit point system stated by the decree of the Ministry of Administrator

Reform (MENPAN) No.26 / 1989, May 2 nd 1989 consisted of 3 fields :

a. Education:

b. Teaching and Learning Process:

c. Professional development.

a. Education

In the education field the highest credit is in following the formal education and in obtaining new certificate 20 - 150 points, while :

1) most of the Junior Secondary School teachers has the D 3 or lower than D 3 certificates

2) in the regencies the government universities and study programs are also limited (Media IKIP 55 Page 51)

b. Teaching and Learning Process

In the teaching and learning process field, the teachers in remote areas can only obtain 0.5 points :

1) this reward is the small, because the small amounts of students may hindrance to obtain the other field of activities;

2) no other compensation activities because only few private schools in remote areas.

c. The credit points in the Professional Development field is very high 12 points, however :

1) most of the teachers capabilities in research and scientific writting is very limited that this required credit points can't be obtained;

2) the junior secondary teachers complaint in obtaining the credit points in the professional development field ; (Media IKIP 55 page 48)

3) the capable teachers in research and scientific writings may neglece the main duties in the field of education and teaching learning process.

CHAPTER V
RECOMMENDATION

Recommendation 1 : Increase Transition Rate

Problem :

It is necessary to take action to improve the transition rate from SD to SLTP in order to reach the planned targets. At present, there is a large discrepancy between the current transition rate from SD to SLTP and the planning target. The SD enrollment in 1990/1991 defined as net enrollment ratio in SD was 99.62%, However the transition rate in SLTP was only 68.50%.

The transition rate target for the end of 1993/1994 is 85%.

Actions :

1.1. Implement a campaign to promote universal education. The campaign will provide information to parents on the importance of basic education for their children. The information should be provided by a Coordination Team on universal education programs consisting of departments such as Ministry of Information, Ministry of Religious Affairs, Ministry of Labour, Bureau of Statistics, Ministry of Scial Affairs and others. The campaign using meeting in the various organizations in the neighbourhood (PKK, Dharma Wanita, RT, RW, etc.) and using mass media, posters, news papers, radio, tv, and others performances will promote the importance of human resource development to the future development of the country.

A related campaign is needed to persuade parents to "adopt" school children at the junior secondary level. The parent's voluntary program (program orang tua asuh) would support thes schooling of cildren from poor families children to overcome the financial barrier to schooling.

1.2. Regulations need to be made to support universal basic education. For example, jobs in government or private institutions should require the Junior Secondary certificate. In addition, MORAs regulation stating the minimal marriage age should be expanded to include attainment of basic education. Labour Force Regulations stating the minimal age to employ children should also require evidence of a Junior Secondary School sertificate.

1.3. In order to increase the access of rural children to school, incentives must be provided to teachers to work in remote areas. Similarly, to increase access in towns, incentives should be given for teacher's overtime teaching hours. Parents teacher association fees (BP3) and other local fees should be developed to improve the welfare of teachers.

1.4. Rank promotion for teachers

Credit points for rank promotion should be revised, so that higher score should be given to dedicated teachers who work in remote areas. For example: change the score from 0.50 to 3.

1.5. No admission test should be held to admit new studens from Primary School to Junior Secondary School.

1.6. Impruve the qualification standard of the Shool Principle should maintain the school quality Good shools attract students students are atracted the school. In some region where marriage is an obligation as soon as the children reach puberty, there should bi a regulation to encourage married students to continue their study at schools.

Recommendation 2: To increase the continuity of the curiculum betwin Premary and junior Secondary Scool

Problem :

Lack of articulation between primary and junior secondary school organization and curriculum.

Actions :

2.1. The final exam (EBTANAS) for primary school should be omitted and at greduation from prmary school students should be gaven a certificate declaring that they have finished step one of basic education.

2.2. On the one hand, curriculum should be periodically evaluated and revised bay Curiculum at Balitbang Depdikbud to adjust to the development of science and technology, but on the other hand, it should be suitable with the local environment.

2.3. A sub distrit Curiculum Team should be establis to formulate lokal content Curiculum suitable to the regional environment.

Recommendation 3 : To improve teacher placement and Reward System

Problem :

Teachers at the primary and junior secondary school level are distributed badly. On the one hand, some schools have more teachers than they need, and on the other hand, other schools have a shortage of teachers. This teacher shortage at the junior secondary level, in particular, is likely to grow worse if the government does not take steps to change the manner of distribution .

Actions :

3.1. Provide high priorities for new teachers placement in remote rural schools.

3.2. Increase incentives for teachers to work in remote areas. These could include credits for advanced education or choice of next assignment.

3.3. Provide additonal facilities such as housing, vehicles for transportation etc to remote area teachers.

3.4. Move remote area teachers after they worked for a certain period, e, g. 5 years working penad to other schools or district.

Recommendation 4 : To facilitate educational planning with good school mapping

Problem :

Some schools lack new students, while some schools are overcrowded and refuse new students. Many students do not go to school because the distance between the school and the student's house is too far. In addition, it is frequently difficult to obtain land to build new one story school buildings or add to old buildings.

Action :

School mapping should be undertaken and all new schools located according to the density of the school age children in the area. School mapping would also provide the information needed and other environment condition. Considering the difficulty to fund appropriate location of land the school should be bult in two stories to decide to build new classrooms, operate double sessions, build a new school, start open Junior Secondary School, or offer Package B, etc.

Recommendation 5 : To improve textbooks and laboratory equipment delivery system.

Problem :

1. Some schools never receive any textbooks from the government, other schools receive enough textbooks. Some schools do not receive textbooks on time. In addition, some schools receive textbooks but not the textbooks that they need.

2. The same problems apply to the distribution of laboratory equipment.

Actions:

5.1. Accurate data should be used to plan and monitor the textbooks delivery system. Textbooks delivery should be on time.

5.2. Laboratory equipment should be provided based on the need of the schools. The utilization of the equipment available at schools should be monitored periodically.

Recommendation 6 : To implement the government regulation (PP 28/1990) conducting Primary School

Problem :

The guidance, training, and rank promotion of many Primary School teachers is not well administered. This is because on one hand, MOEC regards this job as part of their duty but, on the other hand, MOHA considers that this job is part of their responsibility.

Action :

Provide the guideline of implementation of the PP (Government Regulation) No. 28/1990 immediately and other PP relevant to Primary School management.

Recommendation 7 : Improve the Memorandum of understanding concering staly general education at MI and MTs.

Problem :

Based on the spot information, many Islamic Primary Schools do not fully apply the memorandum of understanding especially yet as it concerns the portion provided to the religion curriculum (30%) and the general curriculum (70%).

Actions :

The memorandum of understanding should be implemented as follows.

7.1. Joint MOEC, MOHA, and MORA supervision of Islamic Primary Schools

7.2. Provide additional teachers (from MOEC) to the Islamic Secondary School instead of religion teacher.

7.3. Distribute subject matter teachers who graduate from D2 for grade IV to VI in Islamic Primary Schools.

Recommendation 8 : Adjust the evaluation system and improve the security system for examinations.

Problem a. :

Based on the UU No. 2 1989, the primary and secondary school is one package. In fact, currently the primary school still uses the quarter system, but junior secondary school uses the semester system.

Action :

Junior secondary school should adopt a quarter system. The advantage of using quarter system is that it shortens the time of evaluation so that the student is provided with feedback earlier.

Problem b. :

Leakage of examination material occures every year. Manipulation of the EBTANAS score also occured last year.

Action :

Security should be improved in the examination centre and in the regional examination sites for the SMP final examination, specially for EBTANAS subject matter. In addition, firm penalties should be established for people who leak examination material and who manipulate the examination scores.

Recommendation 9 : Improve equity base on the school finance

Problem :

Public school resources vary enormously as both the public school fee and parent teacher association fee (BP3). Some of the favorit public schools have admission fees and developmental fees as well which are oriented to specific project. The well-equiped school with highly motivated teacher supported by BP3 will have the higher school quality.

Action :

Government financial support should be given more to the schools with low supporting fee, especially in remote areas. In addition, wealthy schools should be encouraged to provide schoolarships for a certain percentage of poor students.

Recommendation 10 : Redefine the Supervisors Function

Problem :

The supervisor tasks have not been fully accomplished.

Actions :

10.1. Standard qualification should be required for the appointment of supervisors.

10.2. Funds for supervisors activities should be provided by Regional Office instead of by school.

10.3 Imprrove the cooperation between supervisors and the Head of District Office of MOEC.

Recommendation 11 : To conduct further studies/research

Problem :

11.1. There is inadequate knowledge about the factor associate with students/parents decisions to invest in schooling, only guesses can be made about their decisions.

11.2. Little information exists on job market absorption based on the minimal educational background requirement.

11.3. No data is available on the influence of class size on instructional outcomes.

11.4. Student's achievement in primary and junior secondary school for different subject matters. Average examination scores have been decreasing.

11.5. Enrollments in Open Junior Secondary School have decreased in several regions.

11.6. The constraint to implementation of Student Active Learning (CBSA) in all Primary and Junior Secondary Schools.

11.7. Inadequate information about general education at Madrasah (MI & MTs).

Actions :

11.1. Research is needed to track the decisions made by students/parents to select schools related to their future welfare.

11.2. Field surveys on job market absorption should be made to provide a description of how the managers select workers.

11.3. Studies on the influence of class size on instructional outcomes will provide important evidence for the planners in building new-classrooms.

11.4. Studies to identify factors influencing the decreasing of average scores will suggest ways to revers the trend.

11.5. Studies on the factors influencing the decreasing number of open Junior Secondary School students will provide information needed to improve opportunities for rural students.

11.6. Studies on the factors preventing adoption of student Active Learning in different conditions of Primary and Junior Secondary Schools will provide the basis for school improvement efforts.

11.7. Researches carried out on MI and MTs Curriculum, related to General Education content.

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